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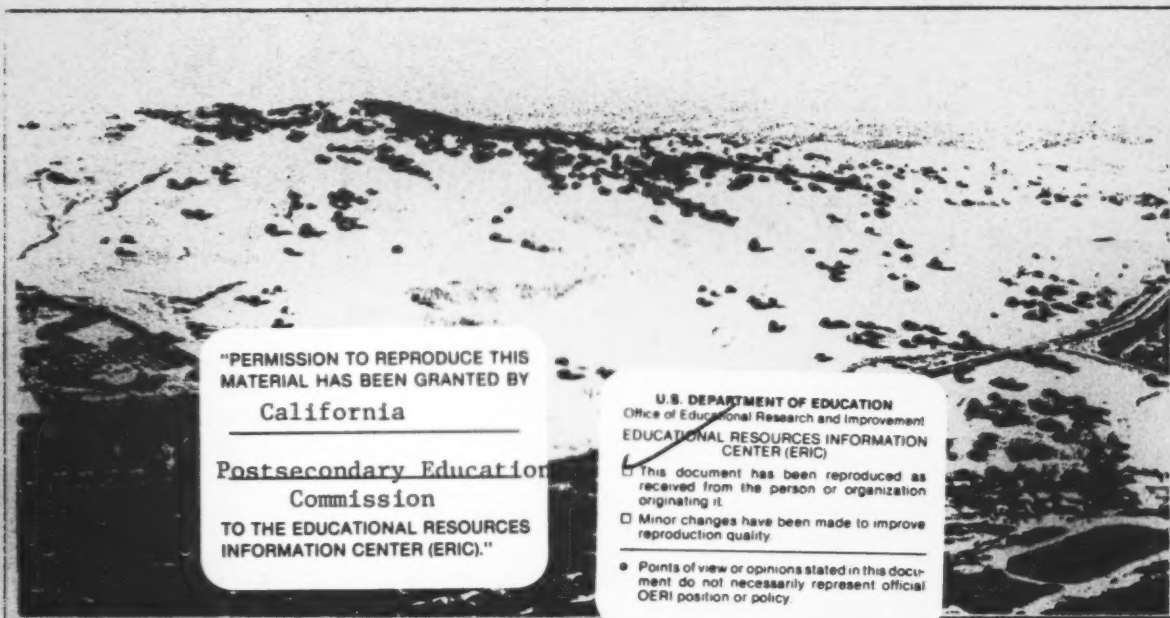
ABSTRACT

A proposal to move the Contra Costa Center of California State University, Hayward, from its present leased quarters in Pleasant Hill to a permanent facility in Concord is presented. The historical background on the proposal for the center is discussed. The proposal is also reviewed in light of the state's "Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers," which are appended. Attention is directed to the following concerns: adequacy of enrollment projections; other alternatives; effects on other institutions; meeting community needs; reasonable commuting time; physical, social, and demographic characteristics; and access for the disadvantaged. Recommendations include: (1) the request to establish a permanent off-campus center in Contra Costa County be approved; (2) the Contra Costa Center be planned for an initial enrollment of 1,069 full-time equivalent students; and (3) until the enrollment at the Hayward campus equals or exceeds its current physical capacity, the Contra Costa Center should not be converted to a four-year campus. Appendices that comprise two-thirds of the report include correspondence and analyses concerning the proposal. (SW)

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ED 293459

PROPOSED CONSTRUCTION OF THE PERMANENT OFF-CAMPUS CENTER OF CALIFORNIA STATE UNIVERSITY, HAYWARD



CALIFORNIA POSTSECONDARY
EDUCATION COMMISSION



Summary

The California State University proposes to move the Contra Costa Center of California State University, Hayward, from its present leased quarters in Pleasant Hill to a permanent facility in Concord.

In this report, the Commission reviews that proposal in light of its *Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers*. It concludes that a permanent center is needed in Contra Costa County but notes that the Hayward campus of the State University is currently underenrolled and that substantial growth of the center could perpetuate that underenrollment. It indicates that the State University's proposal has not met the Commission's criterion of "reasonable access" to the site and that steps should be taken to determine if access can be improved, and it concludes that the State University has not yet provided a plan for serving disadvantaged students at the center. Based on these conclusions, the Commission offers seven recommendations to expedite construction of the center while ensuring that the center will meet the Commission's *Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers*.

Part One of this report on pages 1-10 provides historical background on the proposal for the center.

Part Two on pages 11-34 evaluates the proposal in light of the Commission's guidelines.

Part Three on pages 35-38 contains the Commission's conclusions and its seven recommendations.

And Appendices A-U on pages 39-165 reproduce documents relevant to the proposal and the recommendations.

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The Commission adopted this report on December 14, 1987. Additional copies of the report may be obtained from the Publications Office of the Commission at (916) 322-8031. Questions about the report may be directed to William L. Storey of the Commission staff at (916) 322-8018.

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ON THE COVER: An aerial view of the Cowell Ranch site for the Contra Costa Center, taken from the northeast and looking southwest, with Ygnacio Valley Road (the site's northern border) at the right and Alberta Way (its eastern border) at the left.

PROPOSED CONSTRUCTION OF THE PERMANENT OFF-CAMPUS CENTER OF CALIFORNIA STATE UNIVERSITY, HAYWARD, IN CONCORD

*A Report to the Governor and Legislature
in Response to a Request for Capital Funds
from the California State University for a
Permanent Off-Campus Center in Contra Costa County*

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
Third Floor • 1020 Twelfth Street • Sacramento, California 95814-3985





**COMMISSION REPORT 87-47
PUBLISHED DECEMBER 1987**

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Executive Summary

THE California State University proposes to move the Contra Costa Center of California State University, Hayward, from its present leased quarters in Pleasant Hill to a permanent facility in Concord. In this report, the Commission reviews that proposal in light of its *Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers*. It concludes that a permanent center is needed in Contra Costa County but notes that California State University, Hayward, is underenrolled at the present time and that substantial growth of the center could perpetuate that underenrollment. It indicates that the State University's proposal has not met the Commission's criterion of "reasonable access" to the site and that steps should be taken to determine if access can be improved, and it concludes that the State University has not yet provided a plan for serving disadvantaged students at the center.

Seven recommendations flow from those conclusions:

1. That the California State University's request to establish a permanent off-campus center in Contra Costa County be approved.
2. That the Department of Finance release the \$491,000 contained in Item 6610-301-782 of the 1987-88 Governor's Budget so that planning may proceed for the permanent Contra Costa Center to be located at the site generally known as Cowell Ranch on Ygnacio Valley Road in Concord.
3. That the Contra Costa Center be planned for an initial enrollment of 1,069 full-time-equivalent students.
4. That until such time as the enrollment at California State University, Hayward equals or exceeds its current physical capacity, the Contra Costa Center not be converted to a four-year campus.
5. That the California State University submit to the California Postsecondary Education Commis-

sion a supplemental report that will include the following items:

- 5.1 A plan that demonstrates that transportation access to the Cowell Ranch site for students, faculty, and staff, as of the time the permanent center opens for classes, will satisfy the requirements of reasonable access specified in Criterion 8 of the Commission's *Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers*. An environmental impact report should be included with this plan that assesses the transportation impacts associated with the establishment and phased growth of the Contra Costa Center to include mitigation measures as appropriate.

Officials of the Office of the Chancellor of the California State University will confer with those of the California State Department of Transportation and appropriate community officials and groups, including faculty, staff, and students, to agree on the essential components of the plan.

The Office of the Chancellor shall report to the Commission as soon as possible on the results of these meetings.

- 5.2 A complete description of how the center will serve disadvantaged students both programmatically and with regard to transportation access.
6. That the Governor and the Legislature approve no funding for construction of the permanent center until the State University has submitted, and the Commission has reviewed and approved, each of the items in the supplemental report required by Recommendation 5.
7. That if the State University considers it appropriate to convert the Contra Costa Center into a comprehensive four-year campus, it shall submit a complete justification for that conversion to the

Commission at least two years¹ in advance of the proposed conversion date.

Part One of this report on pages 1-10 provides historical background on the proposal for the center.

Part Two on pages 11-34 evaluates the proposal in light of the Commission's *Guidelines and Procedures*

for the Review of New Campuses and Off-Campus Centers.

Part Three on pages 35-38 contains the Commission's conclusions and the above recommendations.

And Appendices A-U on pages 39-165 reproduce documents relevant to the proposal and the recommendations.

IN 1959, the Master Plan Survey Team recommended creation of many new institutions of public higher education but warned simultaneously of the need to "guard the state and state funds against unwarranted expansion" of both programs and facilities (p. 27). To provide a mechanism for assuring that the segments would grow in a prudent and orderly manner, the Survey Team advocated that the State's proposed coordinating agency -- the Coordinating Council for Higher Education -- be responsible for the "making of recommendations to the governing boards on the need for and location of new facilities and programs" (p. 44).

In the Donahoe Act of 1960 that implemented major portions of the Master Plan, the Legislature created the Coordinating Council and provided that it advise not only the governing boards but "the Legislature and the Governor regarding the need for and location of new institutions and campuses of public higher education" (*Education Code* Section 66903).

In 1973, when the Legislature created the Postsecondary Education Commission to replace the Coordinating Council, it clarified this responsibility by stating:

It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and such classes of off-campus centers as the commission shall determine, shall not be authorized or acquired unless recommended by the commission (Section 66904).

Pursuant to that legislation, the Commission developed a series of guidelines and procedures for the review of such proposals in 1975 and revised them in 1978 and 1982. Using these guidelines, which are reproduced in Appendix A on pp.39-44, the Commission has evaluated the California State University's proposal for a permanent off-campus center of California State University, Hayward in the City of Concord.

History of the proposal

The California State University is currently authorized to operate seven major off-campus centers:

1. The San Francisco Center of San Francisco State University (in cooperation with the San Francisco Community College District);
2. The Stockton Center of California State University, Stanislaus;
3. The Pleasant Hill Center of California State University, Hayward;
4. The Ventura Learning Center of California State University, Northridge (operated jointly with the University of California, Santa Barbara);
5. The Coachella Valley Center of California State University, San Bernardino;
6. The San Marcos Center of San Diego State University; and
7. The South Orange County Satellite Center of California State University, Fullerton (not yet in operation).

The six functioning centers are housed in leased space. The proposal reviewed in this report is to replace the third of those centers -- that in Pleasant Hill -- with a permanent State University-owned facility to be constructed on State-owned property generally known as the southwest "Cowell Ranch" in Contra Costa County on the southeast edge of the City of Concord.

Origins of the proposal, 1960-1980

When the Master Plan was developed in 1960, it was assumed that additional enrollments would be accommodated principally through the expansion of existing campuses or the construction of new ones. Little thought was given to the establishment of off-campus centers. Accordingly, the Master Plan Sur-

vey Team identified Contra Costa County as one of five areas in which an additional campus should eventually be built. Subsequently, three sites were purchased, one in Concord, a second in San Mateo, and a third in Ventura. The latter two were sold in the late 1970s during the administration of Governor Edmund G. Brown, Jr., when population projections were revised downward and the ultimate need for campuses was perceived to have been sharply reduced. The 384-acre Concord site, acquired on August 12, 1969 from the Newhall Land and Farming Company for a total cost of \$1,740,000, was retained, however, primarily because of local support for the campus concept.

Development of the Pleasant Hill Center, 1980-1984

In 1980, the State University prepared a five-year projection of potential enrollments in a local center based on a countywide survey of potential enrollees. A projected pool of students emerged from this survey who were employed, predominantly female, not of traditional college age, and who regarded the convenience of location as a paramount reason for attending classes. These were all factors or needs that could not be adequately addressed by the Hayward campus.

In November 1980, the State University's Trustees submitted a formal proposal to the Commission for the establishment of an off-campus center in Pleasant Hill. That proposal called for the center to be administered by California State University, Hayward, and established with a planned first-year enrollment of 90 full-time-equivalent students. It contained a detailed description of the center's projected enrollments, total and per-full-time-equivalent student costs, the needs of County residents, degree preferences, potential programmatic conflicts with nearby independent institutions, and general demographic data.

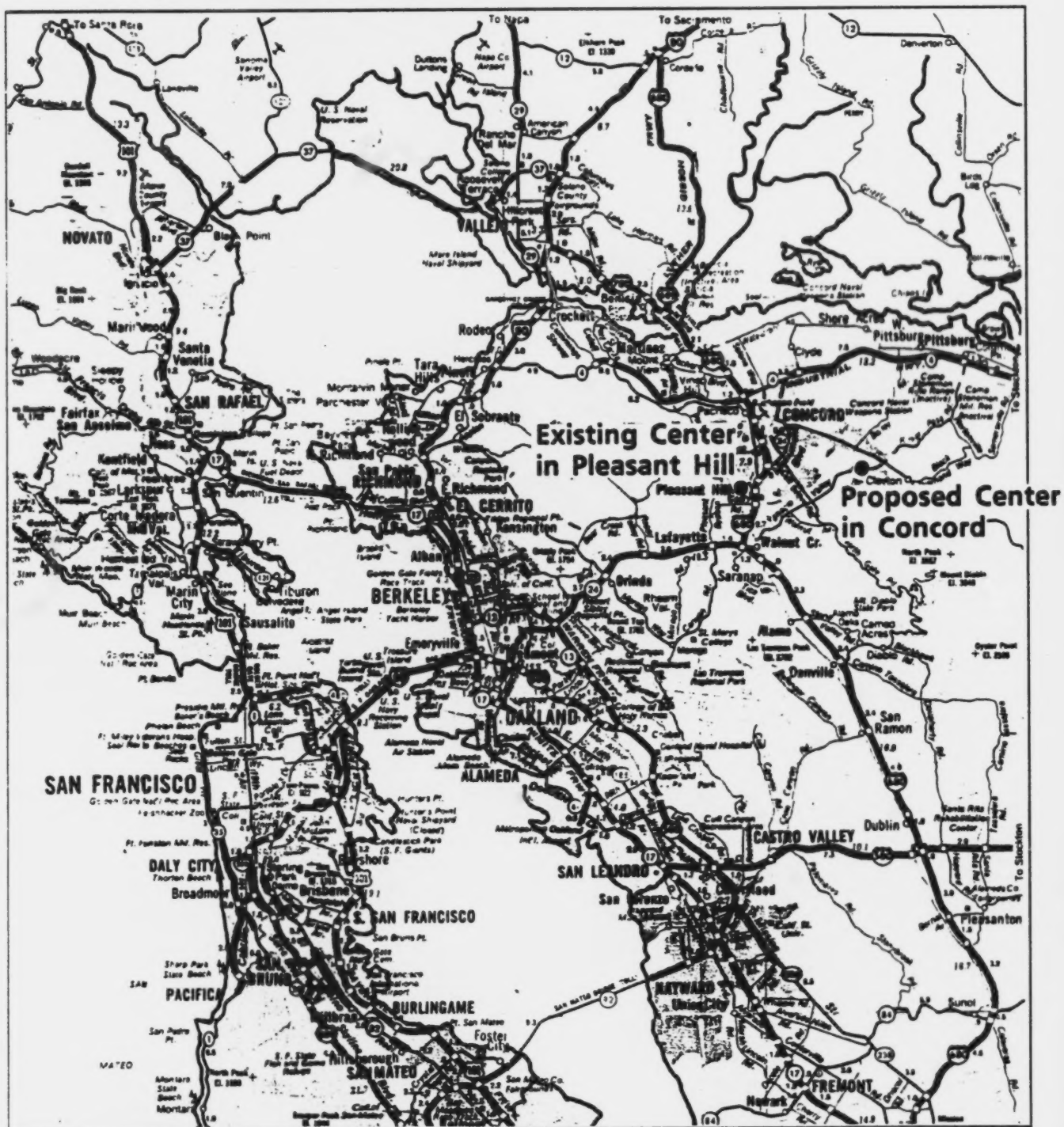
Based on the Commission staff's analysis of the Hayward proposal, the Commission approved the center as an upper-division and graduate institution with classes commencing in the Fall of 1981. The Commission's March 1981 report, *Review of a Proposal by California State University, Hayward to Establish an Off-Campus Center in Contra Costa County*, contained the following recommendations (p. 31):

1. The Contra Costa Center should be approved as an upper-division and graduate facility . . . to commence operations in the Fall of 1981.
2. The enrollment levels proposed for the Center, beginning with 90 FTE in 1981-82, should be approved subject to the overall limitations on statewide, State-supported, off-campus FTE specified by the Legislature during the 1980 legislative session.
3. Installation of the proposed master's degree program in education should be delayed until after the 1982-83 academic year. . . .
4. Installation of the proposed Master of Business Administration degree program should also be delayed until January 1983. . . .
5. California State University, Hayward, should maintain close relations with the Contra Costa Community College District and endeavor to meet the academic needs of Community College students who wish to transfer to the upper division level.

The Pleasant Hill Center has operated since the Fall of 1981 in the former Pleasant Hill High School within the Mt. Diablo Unified School District. With a projected Fall 1987 enrollment of 588 full-time-equivalent students and about 1,300 headcount students, it is the largest of the six operational centers and accounts for approximately 5 percent of the Hayward campus's total full-time-equivalent enrollment. The Center offers five undergraduate and four master's degree programs and six education credentials. The existing facilities were constructed in the 1950s, and while they currently meet minimum requirements, they are gradually decaying and will soon require refurbishing. Mt. Diablo Unified School District's future plans for this facility and property have not been formally determined or announced, therefore, any long-term prospects for the State University to continue leasing this facility are uncertain at this time.

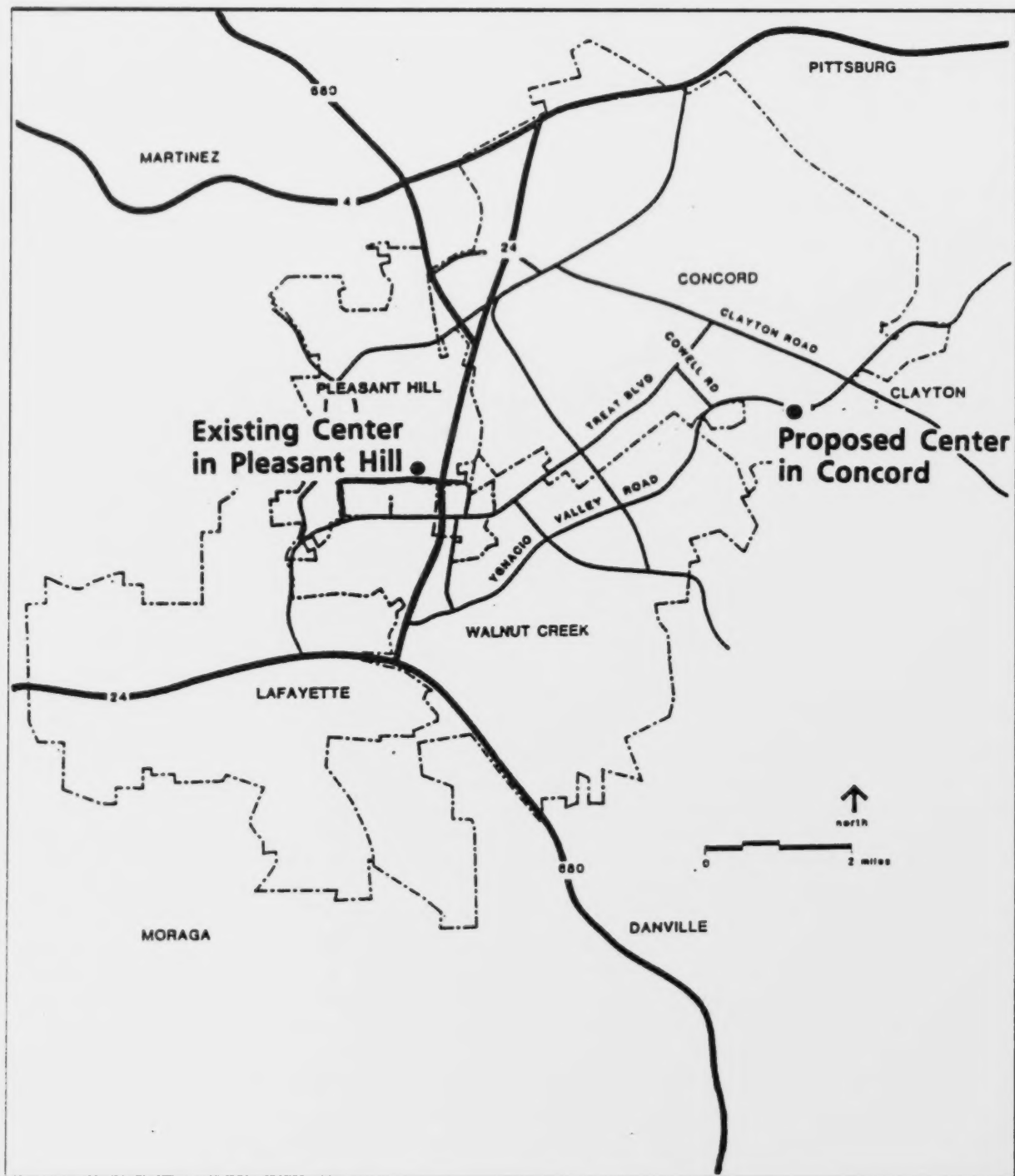
Displays 1 and 2 on pages 3 and 4 show the approximate location of both the Pleasant Hill Center and the Cowell Ranch site. Display 3 on page 5 shows a closeup of the Cowell Ranch site with land-use proposals derived from the City of Concord's 1984 General Plan.

DISPLAY 1 General Locations of Existing and Proposed Contra Costa Centers of California State University, Hayward



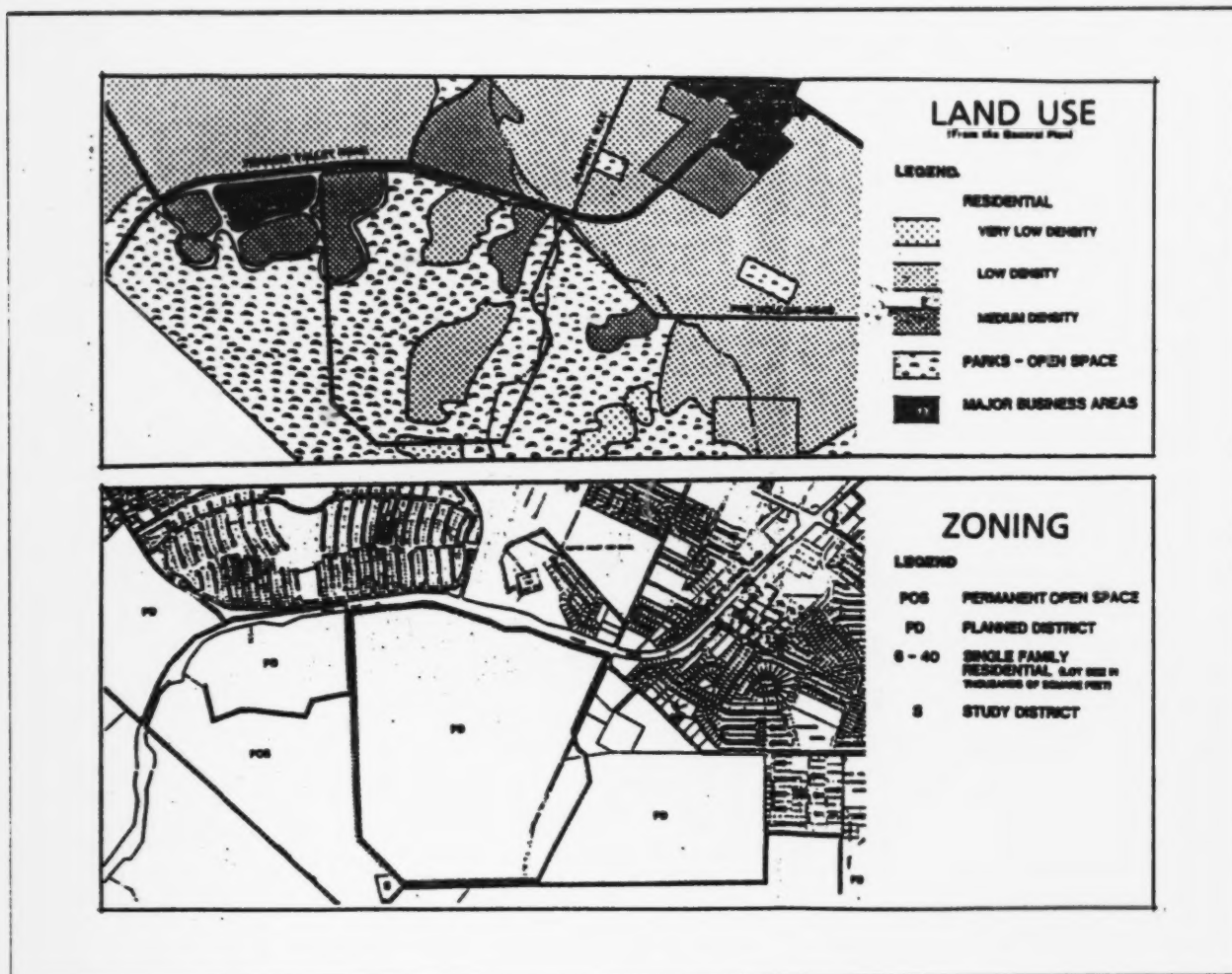
Source: Rand McNally & Co., • 1975.

DISPLAY 2 Sites of Existing and Proposed Contra Costa Centers (Countywide Detail)



Source: Ira Fink and Associates, Inc. 1986, p. 175.

DISPLAY 3 Detailed Map of the Cowell Ranch Site, with City of Concord
General Plan Land Use Proposals



Source: The Planning Center, 1984.

Planning for the permanent center, 1984-1987

In 1984, Chancellor Reynolds of the State University formed an ad hoc staff committee to examine areas of the State that might require State University services in the foreseeable future. That committee reported in January 1985 (State University, 1985) that 11 areas be considered, six of them immediately: (1) Napa-Solano Counties; (2) Monterey-Santa Cruz Counties; (3) Santa Barbara County; (4)

Ventura County; (5) Northern San Diego County; and (6) Contra Costa County.

Regarding the need for services in Contra Costa County, the ad hoc committee reported:

Current Contra Costa County participation rates to CSU campuses and the accessibility of public and private colleges and universities suggest that substantial additional enrollments would be unlikely to result should a major new facility be established in Contra Costa County.

Should a new full-scale university be located at the State-owned site there would most probably be some shift of enrollments from the San Francisco campus, and especially the Hayward campus. Furthermore, the outlook for a largely static age group, 20-39, in the county through 2020 indicates that any new facility should be justified on the basis of current prospects, not future ones.

On the other hand, the success of the Pleasant Hill Center and the potential of greater participation from a growing and underserved Solano County suggest that expanded upper division and postbaccalaureate programs, perhaps located on the existing State-owned site, may be an economical and efficient way of meeting the area's needs. It appears clear, however, that at this point in time establishment of a full-scale CSU campus is not warranted (pp. 15-16).

The ad hoc committee reviewed various alternatives to establishing an off-campus center, satellite campus or full-fledged campus on the Cowell Ranch site. It included in its report an analysis by CSU Hayward Vice President Dance of the current Pleasant Hill site in comparison to the Contra Costa site (reproduced in Appendix B on pp. 45-50) that indicates a number of positive and negative aspects of each site.

Also in 1984, the State University contracted with The Planning Center, a consulting firm headquartered in Newport Beach, to perform a physical planning study and assessment of the Cowell Ranch property to determine the site's suitability for future development as a University facility. The Planning Center submitted a final report to the Trustees in November 1984 in which it described the Cowell Ranch site as having a number of benefits:

- It consists of rolling hills covered by native grasses and scattered buckeye and oak trees.
- Its visual aspects include a view of Lime Ridge to the south and west, Mt. Diablo to the southwest, Los Cerros Costenos (commonly referred to as the Navy Hills) to the north, the City of Concord and San Francisco Bay to the northwest, the Sierra Nevada Mountain Range to the east, and San Francisco to the west.
- Its geotechnical benefits include an absence of confirmed active earthquake faults, no existing landslides, and several drainageways with the

nearest 50 and 100-year flood plains located off-site.

In spite of these benefits, however, The Planning Center indicated numerous potential development problems. Among them are three inactive earthquake faults, proximity to active faults that will probably result in structural shaking during the useful life of on-site buildings, slope stability hazards, and the need for costly engineering solutions and design treatment to resolve various geotechnical problems.

Early in 1985 Senator Daniel E. Boatwright introduced Senate Bill 785, reproduced in Appendix C, that required the Trustees to establish a permanent, State-supported off-campus center on State-owned property in Contra Costa County and to continue to offer education programs at the upper-division and graduate levels. The bill included a \$150,000 appropriation, \$100,000 to prepare "a master plan for the physical development of the center," and \$50,000

for a detailed survey of Contra Costa County, to include, but not be limited to, official population projections, an industry and income profile, an assessment of unmet demand for educational resources at the upper-division and graduate levels, and an analysis of specific education program requirements of potentially qualified students.

In April, Senator Boatwright introduced an amendment -- principally because of objections by the Department of Finance -- requiring the Trustees to develop criteria for the approval of all proposals for State-funded centers and to have those criteria reviewed and approved by the Commission. Then in August, responding to Commission staff's concerns that SB 785 failed to recognize the Commission's responsibilities under *Education Code* Sections 66903(5) and 66904 to review "the need for and location of new campuses and off-campus centers," he also introduced an amendment changing the language from "shall establish . . . a permanent off-campus center" to "shall consider the establishment of . . . a permanent off-campus center."

The Office of the Legislative Analyst analyzed only the April 29 version of SB 785 and included no recommendation for approval or disapproval in its analysis. It stated, however, that the minimum cost of a permanent off-campus center would be "several million dollars," and noted that if the State University

eventually built a permanent four-year campus, the facilities cost "may exceed \$100 million" (Appendix D, pp. 51-54). That estimate has subsequently been revised upwards by the State University to \$125 million.

The Department of Finance opposed SB 785 throughout the legislative hearings, for several reasons (Appendix E, pp. 59-64); principally because "the need for *permanent* facilities has not been demonstrated" (Department of Finance emphasis). A similar recommendation emerged from the Governor's education assistant, who opposed the bill on the grounds that the State University had not offered a general framework for the consideration of off-campus centers, and because the bill carried the presumption that the Commission would approve the proposal to move to the permanent site.

Nonetheless, the Governor signed SB 785 (Chapter 744) on September 17, 1985.

Following passage of SB 785, the State University contracted with Ira Fink and Associates, Inc., of Berkeley to conduct a study of the need for, scope of, and timing of additional State University higher education programs in Contra Costa County, primarily at the upper-division and graduate level.

In March 1986, Dr. Fink released his report, the executive summary of which is included as Appendix F on pp. 65-72. In it, he noted that while the county's population is expected to increase by about 265,000 in the period between 1985 and 2020, virtually no growth is expected in the primary college-going age groups -- those between 19 and 34 years of age. Dr. Fink also analyzed enrollment demand, effect on adjacent institutions, employment trends, physical advantages and disadvantages of the site, the racial and ethnic composition of the area, and transportation and physical access considerations -- all of which are discussed in Chapter Two below.

Following publication of Dr. Fink's report, the State University proceeded with its planning for development of the permanent center. Although the Trustees approved a capital outlay budget request for 1987-88 in the early fall of 1986 that contained no planning funds, they subsequently included \$491,000 in an amendment to that request, with \$385,000 allocated for infrastructure, landscape planning, and working drawings, and \$106,000 to plan an "initial multipurpose facility."

These requests prompted the Legislative Analyst, in her *Analysis of the Budget Bill, 1987-88*, to comment as follows:

Similar to the other proposed center (in San Diego), it appears that development of the state-owned site is premised on the future development of a full-service campus. Based on available data, it is unclear that development of this site is necessary for an off-campus center. On the other hand, it appears that the current leased facilities may be adequate to accommodate the projected enrollment. Thus, the Legislature may want to consider purchasing the leased facility.

CPEC's review of this proposal may assist the Legislature in determining the best method of providing permanent facilities for this off-campus center. Consequently, we withhold recommendation on the \$491,000 under Item 6610-301-782 for planning and initial development of the state-owned Contra Costa site, pending receipt of the CPEC study.

On March 18, 1987, the State University transmitted its needs study for the Contra Costa Center to the Commission (Appendix G, pp. 73-90). Commission staff responded on March 30 (Appendix H, pp. 91-96), indicating several deficiencies.

The State University's response on May 26 by John Smart, its Deputy Provost (Appendix I, pp. 197-102), answered many of the Commission staff's questions and concerns satisfactorily, with three important exceptions -- enrollment projections, consideration of alternatives, and service to disadvantaged students.

Concerning enrollment projections, Dr. Smart indicated that they were forwarded on June 5 to the Population Research Unit of the Department of Finance for its comments. The Department responded shortly thereafter by telephone that the projections required additional refinement. On August 26, the State University's Division of Analytic Studies supplied new ones. They have now been approved by the Department of Finance and are discussed on pages 11-18.

Concerning consideration of alternatives, Dr. Smart stated:

As I have indicated, it is our position that the exploration of alternatives is contrary to the in-

tent of the Legislature as expressed in SB 785 (Boatwright, Chap. 744, 1985) which states:

89011. (b) The Trustees . . . shall consider the establishment of a permanent, state-supported off-campus center on state-owned property in Contra Costa County, the purpose of which shall be to continue to offer education programs at the upper division and graduate levels.

This intent was underlined by the Subcommittee on Higher Education of the Senate Appropriations Committee during the hearing on the capital outlay budget item for the Contra Costa center. At that hearing, held on May 4, the Subcommittee received a recommendation from the Legislative Analyst that would have called for a cost/benefit analysis of purchasing the leased facilities (Pleasant Hill High School). The Subcommittee failed to adopt such language and endorsed the capital outlay proposal, as did the Assembly Subcommittee.

May I reiterate the position of the Trustees, which is that given the demonstrated need for a permanent off-campus center in Contra Costa County, it is the best use of state resources to utilize the state-owned site.

The recommendation of the Legislative Analyst referred to by Dr. Smart replaced the "withhold recommendation" contained in the earlier *Analysis of the Budget Bill* (Appendix J, pp. 103-108) as follows:

The Legislature specifically directed CSU to consider establishment of the proposed off-campus center in Contra Costa County on state-owned property which was originally acquired in the 1960s as a site for a permanent campus. One alternative that was not considered in the initial studies was the cost/benefits of acquiring the leased facilities rather than development on the 380-acre state-owned site. An analysis of this alternative would assist the Legislature in determining the best solution to providing permanent facilities for the off-campus centers. It may also identify locations that would be superior to the current state-owned site in providing service to the area.

Accordingly, the Analyst recommended that the following Budget Bill language be added as a condition to the \$491,000 appropriation:

Provided that prior to expenditure of any funds appropriated in this item for the permanent off-campus center in Contra Costa County, the California Postsecondary Education Commission shall act to approve the proposed center. In addition, the CSU shall complete a cost/benefit analysis of purchasing the existing leased facilities and constructing any necessary improvements that would adequately serve the proposed permanent center. If the cost/benefit analysis indicates that purchase of the leased facilities is effective from a cost and programmatic viewpoint, the CSU shall not expend any funds for development on the current state-owned parcel. The CPEC report and the CSU cost/benefit analysis shall be submitted to the Chair of the Joint Legislative Budget Committee and the chairs of the fiscal committees (Legislative Analyst, 1987).

As Dr. Smart indicated, the State University opposed the addition of this language, stating that the decision of where to locate the center had already been made with the passage of SB 785 in 1985. This argument persuaded the committees to reject the Analyst's recommendation in favor of the following substitution:

The California Postsecondary Education Commission shall review and approve the Ventura Off-Campus Center and Contra Costa Off-Campus Center projects prior to the release of funds for acquisition.

Commission staff remained concerned that consideration of only the Cowell Ranch site conflicted with *Education Code* Sections 66903 and 66904 that require the Commission to "advise the Legislature and the Governor regarding the need for *and location of* new institutions and campuses of public higher education" (italics added) as well as with the Commission's second criterion in its *Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers*, which specifies that "the segment proposing an off-campus center must submit a comprehensive cost/benefit analysis of all alternatives."

To resolve this issue, on June 30 the Commission's Executive Director requested staff in the office of the Attorney General to clarify the Commission's role in the review process, asking whether the phrase "State-owned property" in SB 785 meant any State-owned property or specifically the Cowell Ranch site.

He sent copies of his inquiry to Senator Boatwright and the State University. On July 10, Senators Boatwright and Petris wrote to Commission Chairman Dean that SB 785 definitely established legislative intent that the Cowell Ranch site was the only property under consideration (Appendix K, pp. 109-111):

The clear intention of the bill was to have the

trustees consider building a permanent off-campus center on one site only -- the state-owned 384-acre Cowell Ranch property in the southeast portion of the City of Concord.

These actions make clear that the Commission is required to review only the need for the center and the merits of the Cowell Ranch location.

AS noted in Chapter One, the Commission approved its guidelines and procedures for the review of new campuses and off-campus centers in 1975 and revised them in 1978 and 1982. These guidelines include 11 criteria under which off-campus center proposals must be considered, 10 of which relate to State University proposals. They are concerned with a number of subjects, including enrollment projections, a cost-benefit analysis of alternatives, consultation with other segments and adjacent institutions, avoidance of program duplication, adequacy of access by both public and private transportation, and service to disadvantaged and underrepresented populations. Taken collectively, they constitute a test of any new center's overall viability for at least a five- to ten-year period. In this chapter, the Commission discusses the State University's proposal for its permanent off-campus center on the Cowell Ranch property in Contra Costa County.

The following discussion also takes into account, where appropriate, the State University's 11 criteria for the approval of off-campus center proposals, which it developed in response to Senate Bill 785 (Boatwright, 1985) and which the Trustees approved on January 15, 1986, and the Commission approved on June 9, 1986. Most of those criteria parallel the Commission's, with the exception of three that require a history of off-campus involvement in a given area prior to the establishment of a permanent center, specify a minimum enrollment of 200 full-time-equivalent students, and permit joint usage of facilities by other campuses and segments.

Adequacy of enrollment projections

Commission Criterion 1. Enrollment projections should be sufficient to justify the establishment of the new off-campus center. Five-year projections must be provided for the proposed center, with enrollments indicated to be sufficient to justify its establishment. For the University of California and the California State University, five-year projections of the nearest

campus of the segment proposing the center must also be provided. For the Community Colleges, five-year projections of all district campuses, and of any other campuses within ten miles of the proposed center, regardless of district, must be provided. When State funds are requested for an existing center, all previous enrollment experience must also be provided. Department of Finance enrollment estimates must be included in any needs study.

Overall growth of Contra Costa County

As of the 1980 Census, Contra Costa County was the tenth largest county in California and the fifth largest in northern California, with a population of 658,612. It was one of only two of the State's ten most populous counties without a California State University campus, Riverside being the other. The Population Research Unit of the Department of Finance estimates that between 1990 and 2020, Contra Costa County will add 257,524 people, growth that will move it to ninth position statewide and fourth in northern California, passing San Francisco in 1995.

Contra Costa's growth rate between 1990 and 2020 currently ranks forty-first in California and twenty-fifth in northern California, but among large counties (those with more than 100,000 population), it ranks twenty-first and fifteenth, respectively. In terms of numerical growth between 1990 and 2020, Contra Costa County is projected to rank twelfth in California and fifth in northern California, positions which closely parallel its projected size rankings (ninth and fourth, respectively). Its 1990 to 2020 growth rate of 0.97 percent per year is only slightly below the statewide large-county average of 1.05 percent, and the comparable northern California rate of 1.03 percent. Displays 4 and 5 on pages 12 and 13 show the growth for the 30 most populous California counties between 1990 and 2020. Displays 6 and 7 on pages 14 and 15 show comparable figures for the 21 northern California counties with more than 100,000 people.

DISPLAY 4 Rank Order of California Counties with Over 100,000 Population, Ranked by 1990 to 2020 Total Population Growth

County	Northern or Southern		Total Population				Growth Rates		Population Growth
	Rank California		1990	1995	2000	2020	1990-2020	2000-2020	1990-2020
Los Angeles	1	S	8,543,687	8,885,846	9,132,563	10,119,311	0.566%	0.514%	1,575,624
San Diego	2	S	2,387,842	2,630,296	2,852,513	3,644,719	1.420	1.233	1,256,877
San Bernardino	3	S	1,281,983	1,476,210	1,660,980	2,287,881	1.949	1.614	1,005,898
Riverside	4	S	1,002,046	1,177,125	1,349,961	1,941,125	2.229	1.833	939,079
Orange	5	S	2,302,123	2,463,752	2,599,246	3,043,973	0.935	0.793	741,850
Sacramento	6	N	993,038	1,091,299	1,183,990	1,511,721	1.411	1.229	518,683
Santa Clara	7	N	1,487,727	1,569,902	1,639,959	1,877,131	0.778	0.678	389,404
San Joaquin	8	N	482,854	550,573	611,979	837,674	1.853	1.582	354,820
Fresno	9	N	628,998	683,213	733,982	954,037	1.398	1.320	325,039
Ventura	10	S	663,734	726,279	784,465	987,638	1.334	1.158	323,904
Kern	11	S	539,598	602,081	662,641	859,746	1.565	1.311	320,148
Contra Costa	12	N	768,829	824,896	870,558	1,026,353	0.968	0.827	257,524
Tulare	13	N	315,992	354,645	393,436	549,678	1.863	1.686	233,686
Alameda	14	N	1,270,858	1,323,694	1,361,190	1,498,828	0.551	0.483	227,970
Stanislaus	15	N	341,605	380,409	418,198	563,153	1.680	1.499	221,548
Solano	16	N	313,778	353,708	391,399	520,938	1.704	1.440	207,160
San Luis Obispo	17	S	228,957	267,066	302,208	421,020	2.051	1.672	192,063
Sonoma	18	N	369,905	401,580	429,053	530,443	1.209	1.066	160,538
Merced	19	N	186,271	211,916	238,209	339,585	2.022	1.789	153,314
Monterey	20	N	363,956	396,182	424,312	514,299	1.159	0.966	150,343
Santa Cruz	21	N	239,740	263,816	286,114	374,912	1.502	1.361	135,172
Placer	22	N	159,424	181,985	203,741	287,973	1.991	1.745	128,549
Butte	23	N	183,233	202,574	221,868	296,135	1.613	1.454	112,902
Santa Barbara	24	S	364,764	390,129	407,392	461,013	0.784	0.620	96,249
Shasta	25	N	148,167	164,351	179,628	227,345	1.437	1.185	79,178
Yolo	26	N	134,074	143,657	152,170	182,103	1.026	0.902	48,029
San Mateo	27	N	636,265	650,617	656,870	662,890	0.137	0.046	26,625
Marin	28	N	230,137	234,383	236,518	232,660	0.036	-0.082	2,523
Humboldt	29	N	116,916	118,972	119,982	118,060	0.032	-0.081	1,144
San Francisco	30	N	773,558	781,454	763,794	684,185	-0.408	-0.549	(89,373)
Totals			27,460,059	29,502,610	31,268,919	37,556,529	1.049%	0.920%	10,096,470

Source: California State Department of Finance, Report No. 86-P-3.

Growth of the college-age population

To determine the probable need for higher education facilities requires an analysis of the age groups in which this growth will occur. Within the California

State University system, the primary college-going age groups are those between the ages of 21 and 34 years of age at the upper-division level and 25 to 44 years at the graduate level; 80.3 percent of the total are at the upper-division level. The State University

DISPLAY 5 Rank Order of California Counties with Over 100,000 Population, Ranked by 1990 to 2020 Population Growth Rates

County	Rank	Northern or Southern California	Total Population				Growth Rates		Population Growth
			1990	1995	2000	2020	1990-2020	2000-2020	1990-2020
Riverside	1	S	1,002,046	1,177,125	1,349,961	1,941,125	2.229	1.833	939,079
San Luis Obispo	2	S	228,957	267,066	302,208	421,020	2.051	1.672	192,063
Merced	3	N	186,271	211,916	238,209	339,585	2.022	1.789	153,314
Placer	4	N	159,424	181,985	203,741	287,973	1.991	1.745	128,549
San Bernardino	5	S	1,281,983	1,476,210	1,660,980	2,287,881	1.949	1.614	1,005,898
Tulare	6	N	315,992	354,645	393,436	549,678	1.863	1.686	233,686
San Joaquin	7	N	482,854	550,573	611,979	837,674	1.853	1.582	354,820
Solano	8	N	313,778	353,708	391,399	520,938	1.704	1.440	207,160
Stanislaus	9	N	341,605	380,409	418,198	563,153	1.680	1.499	221,548
Butte	10	N	183,233	202,574	221,868	296,135	1.613	1.454	112,902
Kern	11	S	539,598	602,081	662,641	859,746	1.565	1.311	320,148
Santa Cruz	12	N	239,740	263,816	286,114	374,912	1.502	1.361	135,172
Shasta	13	N	148,167	164,351	179,628	227,345	1.437	1.185	79,178
San Diego	14	S	2,387,842	2,630,296	2,852,513	3,644,719	1.420	1.233	1,256,877
Sacramento	15	N	993,038	1,091,299	1,183,990	1,511,721	1.411	1.229	518,683
Fresno	16	N	628,998	683,213	733,982	954,037	1.398	1.320	325,039
Ventura	17	S	663,734	726,279	784,465	987,638	1.334	1.158	323,904
Sonoma	18	N	369,905	401,580	429,053	530,443	1.209	1.066	160,538
Monterey	19	N	363,956	396,182	424,312	514,299	1.159	0.966	150,343
Yolo	20	N	134,074	143,657	152,170	182,103	1.026	0.902	48,029
Contra Costa	21	N	768,829	824,896	870,558	1,026,353	0.968	0.827	257,524
Orange	22	S	2,302,123	2,463,752	2,599,246	3,043,973	0.935	0.793	741,850
Santa Barbara	23	S	364,764	390,129	407,392	461,013	0.784	0.620	96,249
Santa Clara	24	N	1,487,727	1,569,902	1,639,959	1,877,131	0.778	0.678	389,404
Alameda	25	N	1,270,858	1,323,694	1,361,190	1,498,828	0.551	0.483	227,970
San Mateo	26	N	636,265	650,617	656,870	662,890	0.137	0.046	26,625
Marin	27	N	230,137	234,383	236,518	232,660	0.036	-0.082	2,523
Humboldt	28	N	116,916	118,972	119,982	118,060	0.032	-0.081	1,144
Los Angeles	29	S	8,543,687	8,885,846	9,132,563	10,119,311	0.566X	0.514X	1,575,624
San Francisco	30	N	773,558	781,454	763,794	684,185	-0.408	-0.549	(89,373)
Totals			27,460,059	29,502,610	31,268,919	37,556,529	1.049X	0.920X	10,096,470

Source: California State Department of Finance, Report No. 86-P-3.

estimates the average age of its upper-division students at about 25 years, and its graduate students at 33. This varies somewhat by campus, with the smaller campuses tending to have slightly older students at all levels.

Displays 8 and 9 on page 16 show growth figures for California and Contra Costa County by age group between 1990 and 2020. Display 9 indicates that most of this growth will not occur in the age groups most likely to enroll in upper-division and graduate

DISPLAY 6 Rank Order of Northern California Counties with over 100,000 Population, Ranked by 1990 to 2020 Total Population

County	Rank					Growth Rate		Population Growth
		1990	1995	2000	2020	1990-2020	2000-2020	1990-2020
Sacramento	1	993,038	1,091,299	1,183,990	1,511,721	1.411%	1.229%	518,683
Santa Clara	2	1,487,727	1,569,902	1,639,959	1,877,131	0.778%	0.678%	389,404
San Joaquin	3	482,854	550,573	611,979	837,674	1.853%	1.582%	354,820
Fresno	4	628,998	683,213	733,982	954,037	1.398%	1.320%	325,039
Contra Costa	5	768,829	824,896	870,558	1,026,353	0.968%	0.827%	257,524
Tulare	6	315,992	354,645	393,436	549,678	1.863%	1.686%	233,686
Alameda	7	1,270,858	1,323,694	1,361,190	1,498,828	0.551%	0.483%	227,970
Stanislaus	8	341,605	380,409	418,198	563,153	1.680%	1.499%	221,548
Solano	9	313,778	353,708	391,399	520,938	1.704%	1.440%	207,160
Sonoma	10	369,905	401,580	429,053	530,443	1.209%	1.066%	160,538
Merced	11	186,271	211,916	238,209	339,585	2.022%	1.789%	153,314
Monterey	12	363,956	396,182	424,312	514,299	1.159%	0.966%	150,343
Santa Cruz	13	239,740	263,816	286,114	374,912	1.502%	1.361%	135,172
Placer	14	159,424	181,985	203,741	287,973	1.991%	1.745%	128,549
Butte	15	183,233	202,574	221,868	296,135	1.613%	1.454%	112,902
Shasta	16	148,167	164,351	179,628	227,345	1.437%	1.185%	79,178
Yolo	17	134,074	143,657	152,170	182,103	1.026%	0.902%	48,029
San Mateo	18	636,265	650,617	656,870	662,890	0.137%	0.046%	26,625
Marin	19	230,137	234,383	236,518	232,660	0.036%	-0.082%	2,523
Humboldt	20	116,916	118,972	119,982	118,060	0.032%	-0.081%	1,144
San Francisco	21	773,558	781,454	763,794	684,185	-0.408%	-0.549%	(89,373)
Totals		10,145,325	10,883,826	11,516,950	13,790,103	1.028%	0.905%	3,644,778

Source: California State Department of Finance, Report No. 86-P-3.

courses. As it shows, 77.9 percent of the growth, or 200,474 people, are projected to be over 45 years of age, with 75.6 percent being 50 or older and 35.2 percent being over 64. In the primary college going age groups of 20 to 44 years of age, only 5.2 percent of the population increase is expected to occur. Accordingly, it can be expected that the enrollment pool currently in place will not change appreciably in the next 30 years. A similar observation was offered by the State University's consultant, Ira Fink, who stated that (p. xi):

The age group of persons ages 17 to 29 years is that group most likely to enroll as undergraduates at a CSU campus. In 1985, the Contra Costa population in the 17-29 age group reached a peak of 145,081 persons. It is projected to decline through the year 2000 when it decreases

to 124,634, a drop of 15 percent before it starts increasing again. While the increases are consistent, it will be almost to the year 2020 before the number of persons in the 17 to 29 year old age group in Contra Costa County is projected to reach 145,100, the same level as in 1985.

Twenty-five to 34 year olds, the age group most likely to enroll as graduate students at a CSU campus, will not peak until 1990, when among Contra Costa residents it reaches 125,133. This group will decline by nearly 18 percent to 102,641 by the year 2005. By the year 2020, when this population is expected to total 121,900, the group will not be as large as it is projected to be in the year 1990.

DISPLAY 7 Rank Order of Northern California Counties with Over 100,000 Population, Ranked by 1990 to 2020 Population Growth Rates

County	Rank	1990	1995	2000	2020	Growth Rate		Population Growth
						1990-2020	2000-2020	1990-2020
Merced	1	186,271	211,916	238,209	339,585	2.022X	1.789X	153,314
Placer	2	159,424	181,005	203,741	287,973	1.991X	1.745X	128,549
Tulare	3	315,992	354,643	393,436	549,678	1.863X	1.686X	233,686
San Joaquin	4	482,854	550,573	611,979	837,674	1.853X	1.582X	354,820
Solano	5	313,778	353,708	391,399	520,938	1.704X	1.440X	207,160
Stanislaus	6	341,605	380,409	418,198	563,153	1.680X	1.499X	221,548
Butte	7	183,233	202,574	221,868	296,135	1.613X	1.454X	112,902
Santa Cruz	8	239,740	263,816	286,114	374,912	1.502X	1.361X	135,172
Shasta	9	148,167	164,351	179,628	227,345	1.437X	1.185X	79,178
Sacramento	10	993,038	1,091,299	1,183,990	1,511,721	1.411X	1.229X	518,683
Fresno	11	628,998	683,213	733,982	954,037	1.398X	1.320X	325,039
Sonoma	12	369,905	401,580	429,053	530,443	1.209X	1.066X	160,538
Monterey	13	363,956	396,182	424,312	514,299	1.159X	0.966X	150,343
Yolo	14	134,074	143,657	152,170	182,103	1.026X	0.902X	48,029
Contra Costa	15	768,829	824,896	870,558	1,026,353	0.968X	0.827X	257,524
Santa Clara	16	1,487,727	1,569,902	1,639,959	1,877,131	0.778X	0.678X	389,404
Alameda	17	1,270,858	1,323,694	1,361,190	1,498,828	0.551X	0.483X	227,970
San Mateo	18	636,265	650,617	656,870	662,890	0.137X	0.046X	26,625
Marin	19	230,137	234,383	236,518	232,660	0.036X	-0.082X	2,523
Humboldt	20	116,916	118,972	119,982	118,060	0.032X	-0.081X	1,144
San Francisco	21	773,558	781,454	763,794	684,185	-0.408X	-0.549X	(89,373)
Totals		10,145,325	10,883,826	11,516,950	13,790,103	1.028X	0.905X	3,644,778

Source: California State Department of Finance, Report No. 86-P-3.

Demographic characteristics of students

The enrollment history of the Pleasant Hill Center from Fall 1982 to Fall 1987 is shown in Display 10 on page 17. Data for 1981 were not available in the detail shown in this display, but it is known that the opening enrollment in Fall 1981 was 105 full-time-equivalent students. Displays 11 and 12 on pages 17 and 18 show various student characteristics and demographics and indicate that the typical Pleasant Hill Center student is a 33-year old woman, married with a family, and employed outside the home. Display 11 shows that about a third of the center's students also attend the Hayward campus for part of their programs. Display 12 shows that about 70 percent of the students live near the center, that most

are employed full time, and that they attend primarily in the evening.

The population and enrollment characteristics of Contra Costa County residents are reflected in Display 13 on page 19, which shows the enrollment projections for the proposed center produced by the State University and by the Population Research Unit of the Department of Finance. They actually indicate a decline in unadjusted headcount enrollments between 1991 and the year 2000 before various factors are incorporated into the projections. The reason the full-time-equivalent enrollments increase between these two years is due to the application of several factors such as out-of-area attendance and the number of units taken per student, both of which

DISPLAY 8 California Population by Age Groups, 1990 to 2020

Age Group	1990	2000	2020	Total Growth 1990-2020	Percent of Total	Cumulative Growth Ascending	Cumulative Growth Percent	Cumulative Growth Descending	Cumulative Growth Percent
0 - 14	6,652,411	7,129,419	8,019,596	1,367,185	12.60%	1,367,185	12.60%	10,847,367	100.00%
15 - 19	1,875,375	2,600,788	2,561,343	685,968	6.32%	2,053,153	18.93%	9,480,182	87.40%
20 - 24	2,145,375	2,288,954	2,686,702	541,327	4.99%	2,594,480	23.92%	8,794,214	81.07%
25 - 29	2,341,836	1,997,597	2,647,817	305,981	2.82%	2,900,461	26.74%	8,252,887	76.08%
30 - 34	2,516,550	2,216,653	2,891,233	374,683	3.45%	3,275,144	30.19%	7,946,906	73.26%
35 - 39	2,460,477	2,519,721	2,840,546	380,069	3.50%	3,655,213	33.70%	7,572,223	69.81%
40 - 44	2,160,120	2,638,396	2,353,771	193,651	1.79%	3,848,864	35.48%	7,192,154	66.30%
45 - 49	1,640,357	2,545,290	2,135,674	495,317	4.57%	4,344,181	40.05%	6,998,503	64.52%
50 - 64	3,707,062	5,120,803	7,321,873	3,614,811	33.32%	7,958,992	73.37%	6,503,186	59.95%
65 and Over	3,271,606	3,794,995	6,159,981	2,888,375	26.63%	10,847,367	100.00%	2,888,375	26.63%
Totals	28,771,169	32,852,616	39,618,536	10,847,367	100.00%				

Source: California State Department of Finance, Report No. 86-P-3.

DISPLAY 9 Contra Costa County Population by Age Groups, 1990 to 2020

Age Group	1990	2000	2020	Total Growth 1990-2020	Percent of Total	Cumulative Growth Ascending	Cumulative Growth Percent	Cumulative Growth Descending	Cumulative Growth Percent
0 - 14	163,504	179,727	194,794	31,290	12.15%	31,290	12.15%	257,524	100.00%
15 - 19	45,457	56,144	57,779	12,322	4.78%	43,612	16.94%	226,234	87.85%
20 - 24	48,784	45,043	55,125	6,341	2.46%	49,953	19.40%	213,912	83.06%
25 - 29	66,474	49,316	65,045	(1,429)	-0.55%	48,524	18.84%	207,571	80.60%
30 - 34	68,281	63,501	72,647	4,366	1.70%	52,890	20.54%	209,000	81.16%
35 - 39	61,653	74,910	67,145	5,492	2.13%	58,382	22.67%	204,634	79.46%
40 - 44	63,431	73,771	62,099	(1,332)	-0.52%	57,050	22.15%	199,142	77.33%
45 - 49	51,099	63,411	56,924	5,825	2.26%	62,875	24.42%	200,474	77.85%
50 - 64	110,575	153,907	214,690	104,115	40.43%	166,990	64.84%	194,649	75.58%
65 and Over	89,571	110,828	180,105	90,534	35.16%	257,524	100.00%	90,534	35.16%
Totals	768,829	870,558	1,026,353	257,524	100.00%				

Source: California State Department of Finance, Report No. 86-P-3.

the State University expects to increase over time to levels exceeding those currently experienced at the Pleasant Hill Center.

Regarding the factor for out-of-area attendance, currently the State University estimates that the number of students from outside the county equals 40.8 percent of those from the county. This conflicts slightly with data provided by the Hayward campus,

shown in Display 14 on page 20, which place the percentage at 32.4 percent in 1985 and 34.3 percent in 1986. This percentage is assumed at 40.0 percent in the official enrollment projection for the period between 1991 and 2000, when the center is proposed to be located on the Cowell Ranch site, but given the problems of physical accessibility discussed on pages 23-30 below, there could be a reduction in this number, particularly because two-thirds of the out-of-

DISPLAY 10 Program and Enrollment History of the Pleasant Hill Center, Fall 1982 to Fall 1987

Major	Fall 1982	Fall 1983	Fall 1984	Fall 1985	Fall 1986	Fall 1987
Criminal Justice	10	20	14	21	33	35
English	9	5	11	30	36	44
Human Development	7	4	9	21	21	42
Public Administration	6	18	29	36	35	39
Business Administration	223	284	346	448	412	507
Counseling	10	42	60	49	54	56
Education	16	36	26	32	54	26
Liberal Studies	59	56	77	118	144	188
Undeclared & Credential	121	152	174	200	259	277
Other	77	52	101	82	107	103
Total Students	538	669	847	1037	1155	1317
Growth Rate - Students	---	24%	27%	22%	11%	14%
FTE Students	191	261	365	486	545	588
Growth Rate - FTE Students	82%	37%	40%	33%	12%	7%
Average Units/Student	5.3	5.9	6.5	7.0	7.1	6.7

Source: The California State University.

DISPLAY 11 Characteristics and Demographics of Students at the Pleasant Hill Center, Fall 1986

Item	Students Attending only the Center	Students Attending Both the Center and the Hayward Campus	Students Attending only the Hayward Campus
STUDENT CHARACTERISTICS			
Class Level:			
Undergraduate	432 (54.2%)	253 (70.7%)	8,491 (75.7%)
Graduate	365 (46.8%)	105 (29.3%)	2,727 (24.3%)
Gender:			
Male	229 (29.7%)	139 (38.8%)	4,801 (42.8%)
Female	568 (71.3%)	219 (61.2%)	6,417 (57.2%)
Age:			
Under 25	131 (16.4%)	150 (41.9%)	5,515 (49.2%)
25 - 29	178 (22.3%)	97 (27.1%)	2,315 (20.6%)
30 and Over	488 (61.2%)	111 (31.0%)	3,388 (30.2%)
Total Students	797	358	11,218

Source: The California State University.

DISPLAY 12 *Demographics of Students Enrolled at the Pleasant Hill Center, October 1986*

Item	Number of Respondents	Percent
Center Located Near:		
Home	392	70.1%
Work	52	9.3%
Both	115	20.6%
Total	559	100.0%
Employed:		
Full-Time	311	55.6%
Part-Time	159	28.4%
Not Employed	89	15.9%
Total	559	100.0%
Attend Classes:		
Day	73	12.5%
Evening	392	66.9%
Both	121	20.6%
Total	586	100.0%
Class Location:		
Center Only	348	67.4%
Center and CSU, Hayward	168	32.6%
Total	516	100.0%
Educational Objective:		
Baccalaureate	252	41.5%
Masters	161	26.5%
Credential	170	28.0%
Other	24	4.0%
Total	607	100.0%
Marital Status:		
Married	307	59.0%
Single	213	41.0%
Total	520	100.0%
Children:		
Yes	278	52.8%
No	249	47.2%
Total	527	100.0%
Gender:		
Female	392	75.1%
Male	130	24.9%
Total	522	100.0%
Average Age of Respondents:	53	

Source: The California State University.

county students come from Alameda County, which is both further away from the new site and more difficult to reach than the Pleasant Hill Center.

The other factor that produces rising full-time-equivalent enrollment between 1991 and 2000 is the number used to convert headcount students to full-time-equivalent students. This is projected at 8.26 units per headcount student in 1991 and 9.45 units in 1995 and 2000. Such levels contrast with the unit load data provided by the Hayward campus and shown in Display 10 that vary between 5.3 and 7.1 units over the past six years, with Fall 1987 having been recently reported at 6.7 units per student. For the Fall 1984 term, the Chancellor's Office reported the unit load at the Pleasant Hill Center at 7.4 units and the average for all off-campus centers at 6.5. The Hayward campus reported a 6.7 unit load for the Pleasant Hill Center in the same Fall 1984 term. Given these figures, it is quite possible that the projected unit loads for the center are somewhat higher than may actually be expected. Were they reduced to the most recently reported load at the Pleasant Hill Center -- 6.7 units per headcount student -- the projected full-time-equivalent enrollment would decline from 1,069 to 867 in 1991 and from 1,457 to 1,042 in the year 2000.

Although the assumptions underlying enrollment projections can, and usually are, debated, the issue that has historically faced the Commission is whether the projections are reasonable, and whether minimal assumptions will produce sufficient students to justify the center's establishment. In the present case -- and even though the projections for the Cowell Ranch location may be high by a few hundred full-time-equivalent students -- there are still sufficient enrollments to produce a viable operation. Population projections indicate that enrollments will not grow appreciably in the next 20 to 30 years, but even at current levels, there is sufficient size to justify the center's continuation.

Consideration of alternatives

Commission Criterion 2. The segment proposing an off-campus center must submit a comprehensive cost-benefit analysis of all alternatives to establishing the center. This analysis must include: (1) the expansion of existing campuses; (2) the expansion of existing off-

DISPLAY 13 Contra Costa Center Enrollment Projections

Age Group (Column 1)	Contra Costa County Population (Column 2)	Upper Div. & Post Baccal. Participation Rate (Column 3)	Projected Enrollment (Column 4)	Local Attendance (Column 5)	Out-of-Area Attendance (Column 6)	Adjusted Enrollment (Column 7)	FTE Enrollment (Column 8)
1991							
17 - 19	25,859	0.00010	3	1	0	2	1
20 - 24	49,247	0.03117	1,535	723	295	1,018	561
25 - 29	64,667	0.00788	510	240	98	338	186
30 - 34	69,834	0.00417	291	137	56	193	106
35 - 39	62,845	0.00337	212	100	41	140	77
40 - 44	65,236	0.00344	224	106	43	149	82
45 - 49	53,032	0.00167	89	42	17	59	32
50 - 54	42,345	0.00092	39	18	7	26	14
55 - 59	35,043	0.00028	10	5	2	7	4
60 - 64	34,866	0.00042	15	7	3	10	5
Totals	502,954		2,927	1,378	562	1,941	1,069
1995							
17 - 19	27,286	0.00010	3	2	1	2	1
20 - 24	43,031	0.03117	1,341	805	328	1,133	714
25 - 29	57,532	0.00788	453	272	111	383	241
30 - 34	72,640	0.00417	303	182	74	256	161
35 - 39	71,614	0.00337	241	145	59	204	128
40 - 44	62,890	0.00344	216	130	53	183	115
45 - 49	64,376	0.00167	108	65	26	91	57
50 - 54	51,378	0.00092	47	28	12	40	25
55 - 59	40,292	0.00028	11	7	3	10	6
60 - 64	33,539	0.00042	14	8	3	12	7
Totals	524,578		2,738	1,643	670	2,313	1,457
2000							
17 - 19	32,822	0.00010	3	2	1	3	2
20 - 24	45,043	0.03117	1,404	842	344	1,186	747
25 - 29	49,316	0.00788	389	233	95	328	207
30 - 34	63,501	0.00417	265	159	65	224	141
35 - 39	74,910	0.00337	252	151	62	213	134
40 - 44	73,771	0.00344	254	152	62	214	135
45 - 49	63,411	0.00167	106	64	26	89	56
50 - 54	64,441	0.00092	59	36	15	50	32
55 - 59	50,506	0.00028	14	8	3	12	8
60 - 64	38,960	0.00042	16	10	4	14	9
Totals	556,681		2,763	1,658	676	2,334	1,470

Column Explanations: Column 2: Enrollment data from the Department of Finance, Report No. 86-P-3
Column 3: Participation rates based on attendance by Contra Costa County residents enrolled at any State University campus in 1986.
Column 4: Column 2 multiplied Column 3.
Column 5: Local Attendance assumed to equal 41.5 percent of the total in 1991, and 50 percent thereafter.
Column 6: Out of county attendance assumed to equal 40 percent of in-county attendance for all years.
Column 7: Column 5 plus Column 6.
Column 8: Column 7 adjusted for FTE assuming 8.26 units per headcount student in 1991, and 9.45 units per student in 1995 and 2000.

Source: The California State University and the California State Department of Finance.

**DISPLAY 14 Pleasant Hill Center Enrollments
by Area of Residence, Fall 1985 and Fall 1986**

Residence Area	Fall 1985	Percent	Fall 1986	Percent
Alamo	11	1.1%	7	0.6%
Antioch	46	4.4	58	5.0
Brentwood-Byron-Oakley	15	1.4	18	1.6
Canyon-Moraga	18	1.7	17	1.5
Clayton	15	1.4	15	1.3
Concord-Pleasant Hill	271	26.1	270	23.4
Crockett-Pinole-Hercules	17	1.6	23	2.0
Rodeo-Pt. Costa				
Danville-Diablo	32	3.1	31	2.7
Lafayette	40	3.9	45	3.9
Martinez-Pacheco	63	6.1	92	8.0
Orinda	14	1.4	11	1.0
Pittsburg	38	3.7	46	4.0
Richmond-El Cerrito-	29	2.8	40	3.5
San Pablo-El Sobrante				
San Ramon	22	2.1	25	2.2
Walnut Creek	152	14.7	162	14.0
Subtotal, Contra Costa County	783	75.5%	860	74.5%
Alameda County	178	17.2	199	17.2
South Solano County	54	5.2	61	5.3
Other Counties	22	2.1	35	3.0
Subtotal, Outside Contra Costa	254	24.5%	295	25.5%
Total, All Counties	1,037	100.0%	1,155	100.0%

Source: California State University, Hayward.

campus centers in the area; (3) the increased utilization of existing campus and off-campus centers; and (4) the possibility of using leased or donated space in instances where the center is to be located in facilities proposed to be owned by the campus.

As noted in Chapter One, the State University needs study of March 18, 1987, contained only a brief analysis of possible alternatives to building the Contra Costa center on the Cowell Ranch site, a circumstance that prompted the Commission's Executive Director on March 30 to request a more comprehensive treatment of this criterion. The State Uni-

versity responded by stating that "it is our position that the exploration of alternatives is contrary to the intent of the Legislature as expressed in SB 785."

In spite of that position, the State University did consider some alternatives in its original planning process and presented three of them in its March 18 needs study. Among them was the possibility of expanding existing campuses, continuing the present lease agreement with the Mt. Diablo Unified School District, and leasing space at another facility in central Contra Costa County (Appendix B and State University 1987e).

The State University rejected the first of these options -- expanding existing campuses -- for the same reason that it created the existing Pleasant Hill Center in 1981: to improve access for local residents who, because of job or family responsibilities, have difficulty attending the Hayward campus or other State University campuses in the region such as Sonoma or San Francisco. This is a point of view that the Commission also accepted when it considered the Pleasant Hill Center proposal in 1981.

The State University considered continuing the present lease agreement with the Mt. Diablo Unified School District for classroom, library, and administrative space at Pleasant Hill High School. It calculated that, assuming the school district permitted continued occupancy of the present quarters, the lease would result in an expenditure of \$530,000 by 1991, based on an enrollment of approximately 1,000 full-time-equivalent students, a proportionate increase in space needs, and an increase of 5 percent per year in lease costs. Additional funds would be required, however, for major renovations to bring the present facilities up to the standard of most other off-campus centers.

Another possibility considered by the State University was leasing space in more modern office buildings in the area and at a location that would provide easy transportation access, adequate parking, room for expansion, and reasonable cost. It found that several such facilities were available, but lease costs would be somewhat higher than the existing lease -- probably in the range of \$1.10 to \$1.25 per square foot per month rather than the present \$.95, with an additional \$100,000 possibly needed to tailor the facilities to meet current enrollments in the 600 full-time-equivalent student range. A facility for 1,000 full-time-equivalent students would probably in-

volve additional State University financial participation to render the facility adequate.

Other potential alternatives, such as purchasing the existing site, concluding a purchase agreement with other State and county agencies involved in that site to build a "government center," and purchasing a site in another location -- an alternative that could involve the sale of the Cowell Ranch site -- were not actively considered due to the statement, and subsequent interpretation, of legislative intent contained in SB 785.

Effects on other institutions

Commission Criterion 3: Other public segments and adjacent institutions, public or private, must be consulted during the planning process for the new off-campus center.

Commission Criterion 5: The proposed off-campus center must not lead to an unnecessary duplication of programs at neighboring campuses or off-campus centers, regardless of segment or district boundaries.

Commission Criterion 6: The establishment of University and State University off-campus centers should take into consideration existing and projected enrollment in adjacent institutions, regardless of segment.

Because of their relationship, the Commission considers these three criteria together in this section.

Normal procedures in the analysis of any off-campus center proposal require the sponsoring segment, in this case the State University, to obtain official evidence from neighboring institutions of consultation during the planning process. In most cases, correspondence indicating that the proposed center will not conflict with or duplicate existing programs in the area is sufficient.

When the Pleasant Hill Center was first proposed, both Saint Mary's College of California in Moraga and John F. Kennedy University in Orinda objected to several program offerings -- Saint Mary's to some in education, and John F. Kennedy to some in business administration. Through a lengthy process of negotiation, these potential conflicts were resolved, and the Pleasant Hill Center currently offers degree and credential programs in both disciplines. The

State University proposes to continue them in the permanent center.

In response to the State University's inquiry about the potential impact of the proposed conversion from a leased to a permanent center, the chief executive officers of both institutions have indicated that the conversion does not concern them. Brother Mel Anderson, President of Saint Mary's College, stated that "as far as I can tell at this time, whether the satellite campus is at Pleasant Hill or at the Cowell site (which is further away from Saint Mary's) there are no indications that there are or will be adverse effects upon Saint Mary's enrollments." President Donald J. MacIntyre of John F. Kennedy University responded that "it is my position that any expansion of the availability of higher education in Contra Costa County benefits all of us. The more we increase access to learning, the more we all can potentially benefit" (The California State University, 1987b).

John Carhart, Chancellor of the Contra Costa Community College District, also saw no conflict between the proposed center and his district's colleges -- Contra Costa College in San Pablo, Diablo Valley College in Pleasant Hill, and Los Medanos College in Pittsburg -- stating that "the curriculum planned for the CSUH Outreach Campus on Ygnacio Valley Road will not duplicate any of the curricular programs at our three colleges. In fact, the CSUC program will complement our curriculum" (ibid.).

One remaining concern, however, relates to the almost unique popularity of higher education among Contra Costa County residents and the possibility that a substantial increase in the center's enrollment will come at the expense of the four Bay area campuses of the State University -- Hayward, San Jose, San Francisco, and Sonoma. Currently, Contra Costa County has the highest total participation rate of any county in California among first-time freshmen: 70.7 percent of its high school graduates attended a public institution of higher education in the State in 1986. In addition, Contra Costa County has a higher State University participation rate than five counties with State University campuses -- Kern, Los Angeles, San Bernardino, San Diego, and Stanislaus -- and although it ranks fifteenth in terms of the number of students it sends to the State University system among the State's 33 counties with over 100,000 inhabitants, 10 of the 14 counties with higher rates contain State University campus-

es, and two of the remaining four -- Placer and San Mateo -- have virtually identical rates as it has.

It is well known from participation rate studies that the proximity of an educational institution bears a direct relationship to the likelihood of attendance. In concert with the already high participation rates among Contra Costa County residents, this could explain the popularity of the Pleasant Hill Center, in spite of the fact that the facilities it occupies are substandard in comparison to both the State University's campuses and all of its existing centers. Given this situation, there is at least the possibility that the permanent center, with much improved facilities, could divert students from other State University campuses and particularly from California State University, Hayward, which administers it and which enrolled 2,329 Contra Costa residents in Fall 1986. Given their further distance, the other three Bay area campuses of the State University should show lesser effects, although 1,804 Contra Costa residents attended them in 1985, with 1,317 of those attending San Francisco State.

The State University's consultant, Ira Fink and Associates, concluded that the permanent center would probably not have an adverse effect on Hayward or the other State University campuses, principally because the current center serves primarily older and employed students who would be unlikely to enroll elsewhere if the center were not available. If the center is eventually converted to a four-year campus, however, the State University recognizes that "there would most probably be some shift of enrollments from the San Francisco campus, and especially the Hayward campus" (State University, 1985).

Of the two campuses, Hayward would clearly be the one to watch most closely. San Francisco State currently has a physical capacity of 16,221 full-time-equivalent students and a projected 1988-89 enrollment of 16,908. It is one of several impacted institutions where some enrollment reduction might be beneficial. Hayward, on the other hand, has a capacity of 11,246 full-time-equivalent students but a projected 1988-89 enrollment of only 8,292 -- almost 3,000 less. In addition, as Display 15 shows, the Hayward campus has been underenrolled for its physical capacity for many years. Given that situation, any future evidence that it is losing enrollments due to the existence of the permanent center should be examined closely. There are few indications that the leased center is diverting students

DISPLAY 15 Enrollment and Capacity Figures at the California State University, Hayward, 1973-74 to 1988-89

Year	Capacity	Enrollment	Capacity Exceeds Enrollment
1973-74	12,305	10,584	116.3%
1974-75	13,554	9,435	143.7%
1976-77	12,379	7,168	172.7%
1977-78	11,287	7,749	145.7%
1978-79	11,689	7,292	160.3%
1979-80	11,399	6,923	164.7%
1980-81	11,271	6,571	171.5%
1981-82	11,204	6,854	163.5%
1982-83	10,980	7,156	153.4%
1983-84	10,381	7,814	139.3%
1984-85	10,903	8,082	134.9%
1985-86	11,302	8,380	134.9%
1986-87	11,303	8,395	134.6%
1987-88	10,857	8,199	132.4%
1988-89	11,246	8,292	135.6%

Source: The California State University.

from Hayward at the present time, but this may not continue to be true if the permanent center were to double or triple the leased center's enrollment.

Meeting community needs

Commission Criterion 4: Programs to be offered at the proposed center must meet the needs of the community in which the center is to be located. Strong local or regional interest in the proposed facility must be demonstrated.

Commission Criterion 9: The programs projected for the new off-campus center must be described and justified.

The existing center, which currently enrolls 588 full-time-equivalent students, offers the eight degree and six credential programs shown in the first column of Display 16 below. If the permanent center is constructed, all eight of these programs will be transferred and additional degree programs in biology and history will be added. Between 1987 and 1990, anticipated enrollment growth will permit the

**DISPLAY 16 Academic Plan for California State University, Hayward's Contra Costa Center,
1987-88 to 1997-98**

Degree Program	Existing Program	Proposed 1987 to 1990	Proposed 1990 to 1998
Biology			BA/BS
Business Administration	BS/MBA		
Computer Science		BS	
Counseling	MS		
Criminal Justice Administration	BS		
Education	MS		
English	BA		
History			BA
Human Development	BA		
Liberal Studies	BA		
Psychology		BA/BS	
Public Administration	MPA		
Multiple Subjects Credential	X		
Single Subject Credential	X		
Administrative Services Credential	X		
Learning Handicapped Specialist Credential	X		
Reading Instruction Credential	X		
Pupil Personnel Services Credential	X		

Source: California State University, Hayward.

addition of programs in computer science and psychology. Thus at the time the new center opens, the curriculum should consist of the 12 disciplines listed in Display 16 in which either bachelor's or master's degrees can be earned wholly at the center. By arrangement with the Hayward campus, opportunities will also exist for students to earn degrees in a variety of other subjects by taking some courses at the center and the balance at the main campus. In its needs study and supplemental submissions, the State University has provided the Commission with summary descriptions of each of the existing and proposed degree programs, and it appears that all of these programs conform to the curricular desires of local residents recorded in previous community preference surveys.

Concerning local or regional interest, the fact that the Pleasant Hill Center has been so successful, becoming the largest in the system in only five years, provides the strongest argument for community interest. A large number of letters supporting the center have been submitted by local businesses, government agencies, newspapers, and private citizens, but such letters virtually always accompany any segmental needs study and are not as significant as the enrollments themselves. The additional fact that the State's proposed sale of the Cowell Ranch site in the mid-1970s was thwarted by local opposition also provides support for the idea that an off-campus center in Contra Costa County is held to be highly desirable by local residents.

Reasonable commuting time

Commission Criterion 8: The proposed off-campus center must be located within a reasonable commuting time for the majority of residents to be served.

Display 2 on page 4 above shows the major roadways serving the Cowell Ranch site, principally Ygnacio Valley Road -- a four-lane thoroughfare that is the only direct access to the site at the present time and that connects to Interstate 680 to the west and Clayton Road to the east, with Cowell Road and Treat Boulevard to the north and east.

The State University's consultant, Ira Fink and Associates, noted that many of the freeways and roads in the immediate area of the site are heavily congested and are expected to become more so in the future (1986, pp. 174, 179):

Unprecedented growth during the last two decades has caused considerable traffic congestion on the highway network throughout Contra Costa County. During the 1960s, significant growth in freeway traffic took place on Interstate 80 in western Contra Costa County. The Interstate 680 corridor (I-680) running the length of Contra Costa from Solano County to Alameda County has shown the largest gains in traffic since 1970. Increases in the volume of vehicles have ranged from 43 percent to 82 percent above 1970 estimates.

The Route 24/I-680 interchange is heavily congested. According to the California Department of Transportation (CalTrans), more traffic per lane uses this section of Route 24/I-680 than any other freeway in the Bay Area, except for Route 101 at Army Street in San Francisco. . . .

Ygnacio Valley Road in Walnut Creek and Concord, a four to twelve-lane roadway with controlled access for most of its length, shares many of the same operational characteristics as a major highway. Current traffic on Ygnacio Valley Road, which would serve the CSU-Contra Costa Center permanent site, is almost one-half of the volume measured on the busiest portion of I-680 and carries two to three times as many cars as most other arterials in the county.

The State Department of Transportation (CalTrans)

uses a six-level coding system to measure traffic congestion. These levels range from "A," which is free flow, to "F," which is gridlock, defined as three or more light changes to cross a given intersection. Currently, Ygnacio Valley Road is operating at level "E" at most intersections, and will soon reach level "F" whether or not the permanent center is built.

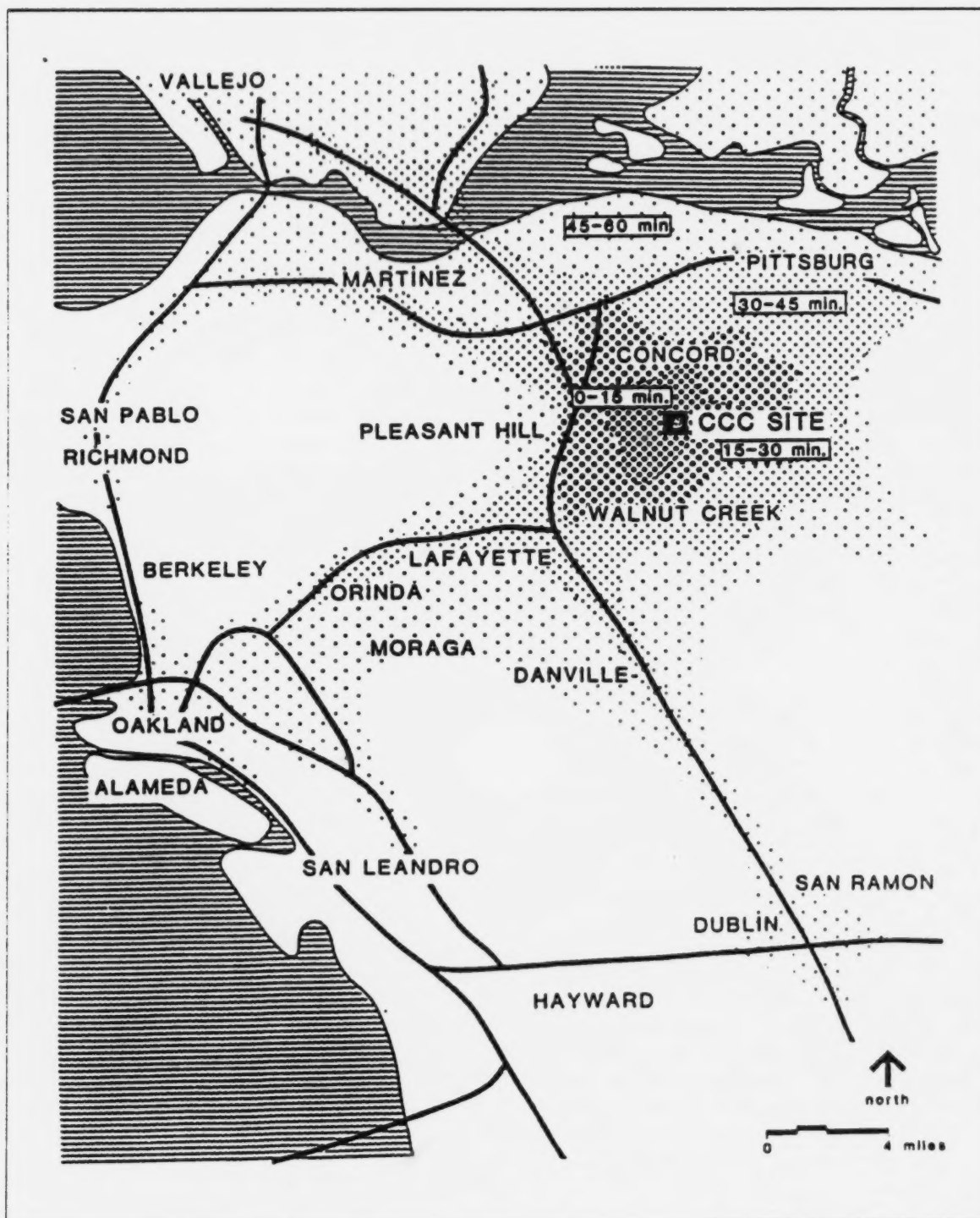
In 1974, CalTrans submitted four different proposals for the construction of a freeway along the Ygnacio Valley Road corridor. The City of Walnut Creek rejected all four, and no present plans exist for freeway construction in the area. In 1986, the Department reported that Ygnacio Valley Road can anticipate a total increase in peak traffic volumes of between 27 and 164 percent by the year 2000.

Germane to this discussion are two ballot measures that were included in the 1985 Walnut Creek election. One prohibited new construction in that city unless specified street intersections operate at a traffic service level of "D" or better and was approved on a vote of 9,473 to 9,068. The second, which solicited an advisory vote whereby Walnut Creek would acquire the right-of-way for a new freeway or major expressway along Ygnacio Valley Road at a probable cost of \$200 to \$500 million, was defeated 12,199 to 5,144.

At present, the Director of the Pleasant Hill Center estimates that about 350 cars arrive at the center for classes each day and that approximately 750 cars should be anticipated for the permanent center if it achieves an enrollment of 1,000 full-time-equivalent students. Since off-campus centers generally conduct most of their classes at night, it can be assumed that the vast majority of these automobiles will arrive at the Cowell Ranch site in the early evening during the rush hour -- a circumstance that will affect the intersections along Ygnacio Valley Road even further.

Dr. Fink analyzed automobile travel times to the Cowell Ranch site from various portions of Contra Costa County, as shown in Display 17 on page 25, and found that times range from 15 minutes or less within two miles of the site to an hour or more from more distant locations. He estimated peak hour travel time to the center from the Hayward campus of between 60 and 90 minutes -- a projection that could be of concern to Hayward faculty who plan to teach evening classes at the center. He also estimated rush-hour driving time to the center of

DISPLAY 17 *Travel Times to the Cowell Ranch Site from Various Portions of Alameda and Contra Costa Counties*



Source: Ira Fink and Associates, 1986, p. 189.

one-half hour or longer from the Ygnacio Valley Road interchange of Interstate 680 alone, which is about seven miles from the Cowell Ranch site (Fink, 1986, pp. 189-191).

Faculty concern with the transportation problem was formally expressed in a November 17 resolution, approved unanimously by the Hayward campus's academic senate, which stated in part:

Whereas the State University's consultant, Ira Fink and Associates, has determined that many of the major roads and freeways serving the Cowell Ranch location are already heavily congested, with Ygnacio Valley Road soon expected to reach gridlock (defined as "three or more light changes to cross a given intersection") and

Whereas most students and faculty will be traveling during peak traffic hours to reach evening classes,

Therefore be it resolved that we, the Academic Senate of California State University, Hayward, encourage CPEC, in its recommendation to the Board of Trustees, to reject Cowell Ranch as the site for a permanent off-campus center in Contra Costa County (Appendix L, pp. 113-118).

There has also been considerable student concern, as evidenced by the submission of a petition containing the signatures of 219 Pleasant Hill Center students who specifically express "our opposition to the choice of Cowell Ranch as the site for a permanent location for a satellite campus of California State University, Hayward, in Contra Costa County. We encourage the people and agencies involved to seek another site which would be more accessible to the majority of students and residents in the county" (Appendix M, pp. 119-130).

Letters of opposition were also received from Hermann E. Welm, Planning Commissioner for the City of San Ramon, who stated that "Cowell Ranch is too far removed from both the resident and working populations. Access to it via Ygnacio Valley Road would be a nightmare, making what should be a convenient alternative to attending classes in Hayward, a very poor one." He added, however, that "Some day, when significant population shifts take place and road systems in the Cowell Ranch area are sufficiently improved, this site may actually be a good one for a university campus" (Appendix N, pp. 131-134).

Contra Costa County Supervisor Tom Powers wrote urging the Commission "to reject Cowell Ranch" since "the criteria regarding accessibility to students and specifically economically, educationally, and socially disadvantaged, I feel has not been met" (Appendix O, page 135).

Also expressing a concern was Thomas G. Dunne, the City Manager of Walnut Creek, who stated in a letter to the State University on October 12, 1987:

Walnut Creek currently experiences excessive traffic congestion on Ygnacio Valley Road. We are particularly concerned about the effect the proposed center will have on this roadway. As the California Postsecondary Education Commission begins to discuss the new center, careful attention should be paid to how CSU intends to mitigate the traffic impacts on Ygnacio Valley Road.

Your letter states that initial planning suggests that there will be approximately 2,000 students attending the center. Before the impact of the center can be adequately assessed, it is essential for CSU to project how many students the center is expected to accommodate at buildout. It is our assumption that CSU will perform a full Environment Impact Report (EIR) on the center which will disclose the projected student body and the full range of impacts associated with the project. It is our assumption that you will continue to keep us apprised of any further developments regarding the center and solicit our input and comments on the EIR (Appendix P, pp. 139-142).

In a conversation with Mr. Dunne, Commission staff learned that the City of Walnut Creek supports the establishment of the center, and that the concern expressed in his letter was only to assure that planning proceed in an orderly manner that will be in the best interests of all of the county's residents.

The State University responded to Mr. Dunne's letter on October 20, indicating that "a full construction level EIR report will be performed on the project and, of course, your input will be solicited as appropriate."

Many letters of support for the Cowell Ranch site, from the Mayor of Walnut Creek, the Contra Costa County Administrator, the Chancellor of the Contra Costa Community College District, the County Su-

perintendent of Schools, and Trustee Dean Leshner were also forwarded to the Commission by the Chancellor's Office. (Appendices Q through U, pp. 143-165)

Merle D. Hall, Mayor of Walnut Creek, stated that "Our City Manager's response listed certain technical issues that will need to be considered and requested additional information. This letter is intended to emphasize the strong support and almost desperate need that exists for this facility." (Appendix Q, pp. 143-146)

Phil Batchelor, Contra Costa County Administrator, wrote a long letter that is particularly relevant to the discussion of this criterion and is thus quoted at length here:

The County of Contra Costa is wholeheartedly in favor of the proposed facility which is to be located on State-owned land at Ygnacio Valley Road near Pine Hollow Road in the City of Concord. The Contra Costa County Board of Supervisors has supported the location of a college at this site for many years . . .

First, it is our understanding that Contra Costa is probably the largest county in California in terms of population that does not have a permanent campus of either the California State University or University of California within the county. This means that many of our residents must travel considerable distances to complete upper division or graduate work. This is a financial barrier to many residents of this county. As additional growth occurs in the eastern part of the county, there will be more and more need for a full-service university which is accessible to these new residents, most of whom we expect to be young and of modest economic level.

Second, the additional travel required to either Hayward or Sacramento makes pursuing upper division and graduate work more difficult and adds to the transportation problems which are already one of the major problems facing this County. Reducing this additional travel will be of a benefit to the residents of this County both economically and in saving time. It will serve to reduce commute travel, which is of benefit to the entire community. Transferring the campus from the present temporary site to the Ygnacio Valley Road site will help relieve

congestion in the Interstate 680 corridor. The Ygnacio Valley Road site is also more accessible to east county residents than is the present temporary site.

Finally, although the Ygnacio Valley Road corridor is one of the more congested in the County, we do not believe that the addition of the number of students noted in your letter will create any major negative impact on transportation in the corridor. Travel from each ["east"?] County will be opposite the peak commute in the later afternoon. While some additional pressure will be felt from any added commute eastbound on Ygnacio Valley Road late in the afternoon, we do not believe that such impacts will be significant. (Appendix R, pp. 147-152)

At the present time, most of Contra Costa County's population resides to the west of the Cowell Ranch site. In the future, however, there will be considerable population growth in the eastern and southern areas. The existing and projected population growth for the County is shown in Display 18 on page 28, with the location of the cities shown in Display 19 on page 29. As shown, almost half of the population growth is expected to occur in the rural east county plus the four cities of Antioch, Brentwood, Clayton, and Pittsburg. The only other major growth pockets are in Danville and San Ramon to the south, where commuters must come through the congestion of Interstate 680 and Ygnacio Valley Road, and in Pleasant Hill, where access to the new site could also become a problem. For residents of the eastern sections, the roads leading to Cowell Ranch are not as congested, although congestion will obviously constitute an increasing problem as those areas grow, especially since no additional freeways are planned for that or any other area of the county.

The fact that much of the growth is occurring in the eastern portions of the county may not significantly increase the physical accessibility of the Cowell Ranch site, and it will decrease accessibility for residents of Danville and San Ramon to the south. It should be noted that most off-campus center students attend in the evenings, and that they generally travel directly to the center from their place of employment. According to the Association of Bay Area Governments, while 49.8 percent of the population growth will occur in the eastern areas, only 17.8 percent of the jobs will be created there;

DISPLAY 18 Contra Costa Population and Population Growth, by Region, 1985 to 2005

							Population Growth			Growth Rate
Western Cities	1980	1985	1990	1995	2000	2005	1980-2005	1985-2005	1990-2005	1985-2005
Rodeo/Crockett	11,055	11,300	11,600	11,800	12,000	12,100	1,045	800	500	0.34%
Hercules	6,826	9,500	16,200	19,200	19,100	19,200	12,374	9,700	3,000	3.58%
Pinole	24,334	24,600	25,000	25,600	26,200	26,600	2,266	2,000	1,600	0.39%
San Pablo	22,990	24,900	25,100	24,900	24,700	24,600	1,610	(300)	(500)	-0.06%
Richmond	88,912	91,800	96,800	101,600	104,900	107,400	18,488	15,600	10,600	0.79%
El Cerrito	28,717	28,900	29,000	28,400	28,300	28,400	(317)	(500)	(600)	-0.09%
Subtotal	182,834	191,000	203,700	211,500	215,200	218,300	35,466	27,300	14,600	0.67%
Central Cities										
Martinez	30,822	36,100	39,400	41,400	42,100	42,200	11,378	6,100	2,800	0.78%
Concord	104,800	107,400	111,300	113,800	114,800	114,900	10,100	7,500	3,600	0.34%
Pleasant Hill	31,391	33,800	37,400	37,500	37,400	37,300	5,909	3,500	(100)	0.49%
Walnut Creek	70,544	72,800	74,400	75,500	76,800	76,500	5,956	3,700	2,100	0.25%
Lafayette	22,448	22,300	22,400	22,300	22,100	22,000	(448)	(300)	(400)	-0.07%
Orinda	17,075	17,300	17,200	17,000	16,800	16,700	(375)	(600)	(500)	-0.18%
Noraga	15,014	15,000	15,700	16,500	17,300	17,500	2,486	2,500	1,800	0.77%
Alamo/Blackhawk	10,413	13,800	16,400	17,700	18,000	18,100	7,687	4,300	1,700	1.37%
Danville	29,479	31,400	35,000	37,800	41,000	41,900	12,421	10,500	6,900	1.45%
San Ramon	20,245	25,500	40,900	49,300	55,400	58,100	37,855	32,600	17,200	4.20%
Clayton	7,154	7,400	8,500	9,800	11,400	11,600	4,446	4,200	3,100	2.27%
Subtotal	359,385	382,800	418,600	438,600	453,100	456,800	97,415	74,000	38,200	0.89%
Eastern Cities										
Pittsburg	43,843	50,400	58,600	61,700	63,600	64,300	20,457	13,900	5,700	1.23%
Antioch	45,961	50,900	59,000	70,400	82,900	88,600	42,639	37,700	29,600	2.81%
Brentwood	6,785	7,300	8,800	12,700	21,700	27,200	20,415	19,900	18,400	6.80%
Rural East	12,290	16,500	21,600	26,900	33,300	37,200	24,910	20,700	15,600	4.15%
Subtotal	108,879	125,100	148,000	171,700	201,500	217,300	108,421	92,200	69,300	2.80%
Other	5,282	6,100	6,700	7,400	8,100	8,600	3,318	2,500	1,900	
Total (excl Other)	651,098	698,900	770,300	821,800	869,800	892,400	241,302	193,500	122,100	1.06%
Total (incl Other)	656,380	705,000	777,000	829,200	877,900	901,000				
Composite Growth Rates	Population 1980	1985	1990	1995	2000	2005	Growth 1980-2005	Percent of Total	Growth 1990-2005	Percent of Total
Western Cities	182,834	191,000	203,700	211,500	215,200	218,300	35,466	14.70%	14,600	11.96%
Central Cities	359,385	382,800	418,600	438,600	453,100	456,800	97,415	40.37%	38,200	31.29%
Eastern Cities	108,879	125,100	148,000	171,700	201,500	217,300	108,421	44.93%	69,300	56.76%
Totals	651,098	698,900	770,300	821,800	869,800	892,400	241,302	100.00%	122,100	100.00%

Source: Association of Bay Area Governments.

DISPLAY 19 Subregional Areas of Contra Costa County



Source: Association of Bay Area Governments, 1987.

most will occur in the central, southern, and western areas, and most of those will be in the retail and service occupations from which the center can be expected to draw most of its students. Thus, the area in which population growth occurs should not always be the determining factor in selecting a site or in evaluating its overall accessibility to students.

Even if the employment factor were disregarded, however, it remains true that a majority of the county's residents (51.2 percent) will continue to reside in

the central area through at least the year 2005, with the remaining 48.8 percent almost equally divided between the eastern and western regions. Concerning those in the west, primarily Richmond, automobile access is restricted by hilly roads or a lengthy freeway trip around Berkeley on Highway 24 or through Martinez on Highway 4. The best access at present may be provided by the Bay Area Rapid Transit District from Richmond to the Pleasant Hill station.

Bus transportation will present the same problem to potential students as those arriving in automobiles, and for the same reason, congestion on freeways and surface streets. Dr. Fink noted in his report the existence of the three transit agencies that serve the county but did not include any comprehensive information on how those agencies would serve the proposed permanent center. Similarly, the State University's needs study and supplemental submission supporting the needs study did not contain information concerning the future of public transportation. It did indicate that three existing bus routes serve the general vicinity of Cowell Ranch from Walnut Creek, Pleasant Hill, and Concord, with times of just under a half-hour each.

Detailed public transportation plans often are not developed until a year or two prior to the opening of proposed off-campus centers, as illustrated by San Diego's North County Center, where the State University will continue negotiations with local transit authorities for several more years before the proposed 1992 opening date. The same can be expected for Contra Costa County. Unfortunately, where northern San Diego County remains largely rural, and where transportation facilities, including light rail, are already well developed, the physical constraints endemic to Contra Costa County's transportation system are so great that it is unlikely that access to the Cowell Ranch site will ever be easy. This observation was also offered by Dr. Fink, who concluded that "difficulty of access is the principal disadvantage of the site. There are no plans in the offing that would improve accessibility" (p. 191).

Physical, social, and demographic characteristics

Commission Criterion 10: The characteristics (physical, social, demographic, etc.) of the location proposed for the new off-campus center must be included.

Physical characteristics

In 1984, the State University contracted with The Planning Center of Newport Beach to provide an analysis of the "opportunities and constraints associated with various development scenarios which might be initiated" (The Planning Center, 1984, p.

1). The Planning Center provided the following general description of the site:

The 384-acre Contra Costa Site is located approximately seven miles southeast of the City of Concord. Previously only one-half of the site area was located within incorporated boundaries; however, the remaining half has since been annexed to the City of Concord. Ygnacio Valley Road serves as a property boundary to the north, and an extension of Alberta Way is located to the east. The site is presently undeveloped.

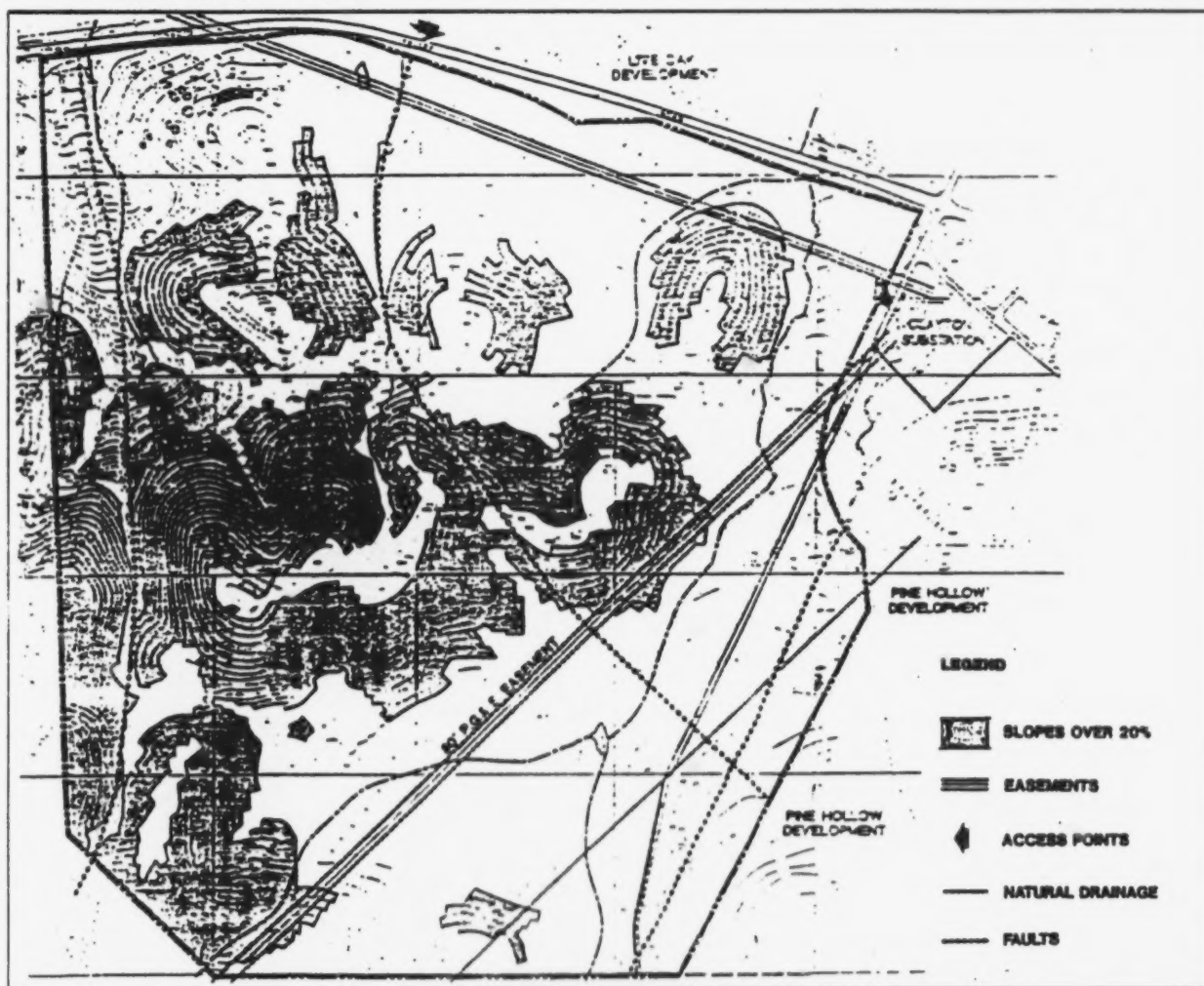
The site is characterized by rolling terrain and by native vegetation consisting of native grasses and scattered oak tree stands. Numerous drainageways traverse the site in a north/south direction, some of which have been diverted into retention ponds (ibid).

The Planning Center undertook a comprehensive physical assessment that dealt with topography and slope analysis, geotechnical and soil characteristics, drainage, ecological sensitivity, weather, circulation and access, easements, usage constraints, and related matters. It also provided four construction scenarios sufficient to accommodate enrollments of between 500 and 12,000 students. A composite map showing unbuildable areas (defined as those with slopes exceeding 20 percent), easements, access points, drainageways, and the three inactive earthquake faults is reproduced in Display 20 on page 31.

Seismic conditions: The consultants found three earthquake faults on the site, none of them considered active. They noted, however, that active faults do exist in the region and that "it can be expected that seismic shaking of at least moderate and possibly greater intensities will be experienced at the subject site within the useful life of planned improvements" (p. 5). To this, it should be added that such a description could easily be applied to virtually any portion of the San Francisco Bay Area.

Slope stability: Given site topography, approximately one-fourth to one-half of the site is developable. As noted above, slopes over 20 percent generally preclude development, while those under 15 percent can be developed, and those between those two grades can be developed with some difficulty. The Planning Center found a number of landslide areas on the site, as well as "problematic soil conditions" caused by the presence of heavy clay soils. They indicated that "landslide areas are those of significant depth and magnitude to require significant engi-

DISPLAY 20 Cowell Ranch Site, Showing 20 Percent Slopes, Easements, Access Points, Drainageways, and Earthquake Faults



Source: The Planning Center, 1986.

neering solutions and costs before any development could occur thereon." The soil problems could be corrected by soil treatment and selective grading.

Erosion potential: Due to the hilliness of the site, rapidly running water and consequent erosion may also present a developmental problem. The Planning Center indicated that this could be corrected by the construction of additional structures to slow water flow, and by improving drainage control facilities in the lower areas.

Utilities and easements: Although eight different private and governmental entities have easements on the site, the only significant ones are owned by PG&E, which maintains two 80-foot wide strips across the site, one of which is currently occupied by electrical towers and underground gas lines. The Planning Center does not believe that these will cause any serious development problems, noting that "easements can represent opportunities when combined with open space or recreational uses or, in some instances, with transportation corridors" (p. 16).

DISPLAY 21 Racial and Ethnic Composition of Suburban Contra Costa County, 1980

Ethnicity	Percentage of Population by Region			
	West County	Central County	East County	Total County
White	60.5%	92.9%	79.0%	81.5%
Black	25.7	1.2	7.8	9.2
American Indian	0.7	0.4	1.0	0.6
Asian	7.5	3.6	3.6	4.7
Other	5.6	2.0	8.8	4.1
Total	100.0%	100.0%	100.0%	100.0%
Total Population	184,151	361,392	19,027	656,380
Hispanic	9.8%	5.2%	17.2%	8.5%

Source: Ira Fink and Associates, 1986, p. 42

Social and demographic characteristics

Dr. Fink presented comprehensive information relating to the racial and ethnic composition of the county, as reported in the 1980 Census. These data are shown in Display 21 and they indicate that the population of primary service area for both the existing and proposed centers -- the central county -- is predominantly white. Although there are no racial or ethnic projections in existence for Contra Costa County, if statewide trends are in any way relevant, it may be expected that significant increases in the Hispanic population will occur throughout the remainder of the century.

Employment in the county is growing rapidly, principally in retail trade and services, and principally in the central part of the county. According to the Association of Bay Area Governments, while the county's population is expected to increase by 37.3 percent between 1980 and 2005, its total employment will increase by 87.7 percent, and employment in retail trade and services by 100.4 percent. Of the 177,234 jobs expected to be created, 104,711 or 59.1 percent will come in these two areas. In addition, the association anticipates that the growth in the number of employed residents will exceed the num-

ber of jobs available in the county, thus continuing the county's long-term trend as a net exporter of employed citizens, a pattern typical for "bedroom communities." It appears, however, that this trend is slowing down and that more residents are working in the community than are commuting to other counties. The converse of this trend is that more people who do not live in the county are entering for employment -- a trend that may further exacerbate transportation problems.

In his report, Dr. Fink noted that Contra Costa County, with an average household income in 1985 of \$32,700, ranks fourth among the nine counties of the Bay Area -- behind Marin (\$39,100), San Mateo (\$34,200), and Santa Clara (\$34,300). The Association of Bay Area Governments estimates that this relationship will remain unchanged through 2005.

Access for the disadvantaged

Commission Criterion 11: The off-campus center must facilitate access for the economically, educationally, and socially disadvantaged.

The State University's needs study contained little information on this subject beyond the ethnic deline-

ation contained in Dr. Fink's report. The subsequent submittal in May 1987, indicated that moving the center some seven miles to the east should place it closer to lower-income populations and racial/ethnic minority groups.

Traditionally, satisfaction of this criterion has depended less on evidence that the proposed center is in proximity to disadvantaged groups, and more on a demonstration that programs will be in place at the center that will serve selected groups of underrepresented students. In the Commission's report on the San Diego North County Center, the Commission observed that the State University's needs study:

... gives no indication of support or interest from any ethnic minority community organization or representatives of disadvantaged people in the area. Further, the [demographic] survey

contains no description of any existing or proposed special programs for minorities or disadvantaged students. . . . It is impossible to evaluate the extent to which the State University proposes to serve these populations (California Postsecondary Education Commission, 1987, p. 40).

The State University's supplemental submission on the North County Center provided strong evidence of both new and continuing relationships with representatives of various underrepresented groups in the county's northern region, as well as a comprehensive listing of on-campus programs designed to serve their specific needs. The absence of similar evidence for the proposed permanent Contra Costa Center represents a deficiency in the proposal that should be corrected.

3

Conclusions and Recommendations

Principles for the review of permanent off-campus centers

The proposal for the Contra Costa Center of California State University, Hayward is the second by the California State University to establish a permanent off-campus center. The first of these proposals was for the North County Center of San Diego State University in San Marcos -- a proposal that was approved by the Commission in February 1987, subject to four conditions: (1) that an academic master plan, a transportation plan, and a plan for serving disadvantaged students be submitted; (2) that no funds for site development, planning and working drawings, or construction of the center be approved until the specified plans were submitted to, and approved by, the Commission; (3) that the center open with 1,700 full-time-equivalent students; and (4) that the Commission be given at least two years notice should the State University intend to convert the center into a campus. In November 1987, those conditions that could be met immediately were satisfied, and the Commission gave the North County Center final approval.

It is a basic principle of the Commission's review process that proposals for permanent centers should receive greater scrutiny than those for leased facilities, principally because the decision to build a permanent center, similar to the decision to construct a campus, is irrevocable. With temporary centers, there is an inherent flexibility, as a leased center can be relocated if population shifts occur or other circumstances warrant a rethinking of original decisions. Accordingly, when considering approval of a permanent facility, all of the Commission's criteria in its *Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers* should be met, and the proposal should be solidly justified.

Another principle, and one that applies equally to leased and permanent off-campus centers, is that the needs of the students should receive paramount consideration. Those needs include provision for quality academic programs and an outstanding faculty, for adequate facilities and equipment, and for

reasonable access through private or public transportation.

A third principle is that decisions to create new off-campus centers should take efficiency and cost-effectiveness into account, and it is on that assumption that the Commission has always required that sufficient enrollments be projected for the center and that any potential negative impact on neighboring institutions be minimized. There should be substantial confidence that off-campus centers will not be unreasonably expensive, and equal confidence that neighboring institutions will not be adversely affected.

Of all the proposals for off-campus centers considered by the Commission, the Contra Costa Center may well have the longest history. The county was mentioned by the Master Plan Survey Team in 1960 and by the Legislature in 1961 as a possible future home for a State University campus. In 1969, the 384-acre site on Ygnacio Valley Road, generally referred to as "Cowell Ranch," was purchased on the assumption that a campus would be built in the county at some undetermined future date. In 1980, the State University proposed a temporary center in Pleasant Hill -- a proposal that was endorsed by the Commission, leading to the opening of classes in 1981. Since that time, the center has grown from an initial enrollment of just under 105 to its current enrollment of 588 full-time-equivalent students, and there is no doubt that it enjoys strong support from both its students and from the community. It should be noted, however, that off-campus center enrollments have not been incorporated into the reporting system of the Office of the Chancellor, although precise data were obtained from the Hayward administration.

Conclusions

The Commission's conclusions regarding these questions and other matters affecting the proposal are as follows:

1. The need for an off-campus center in Contra Costa County has been demonstrated beyond any reasonable doubt, primarily through the success of the existing center, but also by the vocal support expressed by students, civic leaders, legislative representatives, and local residents.
2. A permanent center is preferable either to the continuation of the present lease agreement with the Mt. Diablo Unified School District or to the relocation of the center to other leased quarters. Were there any substantial doubt about the ability of Contra Costa County to support a sizable off-campus operation, continuation in leased space would be a more prudent alternative, but there are no such doubts in evidence. Further, permanency has the advantage of community identity and the opportunity to construct modern facilities that will meet the unique needs of State University students. Finally, the construction of permanent facilities, while more expensive in the short run, is more cost effective in the long run.
3. Concerning the location of the permanent center, the Legislature preempted that issue when it passed Senate Bill 785 in 1985. That bill indicated that if a permanent facility is to be constructed, it should be on the state-owned property known as Cowell Ranch. Accordingly, alternatives to the Cowell Ranch location have not been thoroughly investigated.
4. While it is unlikely that a four-year campus will be required in Contra Costa County for many years, the county's continued growth suggests that this option should be left open for further consideration.
5. The current proposal to move the Pleasant Hill Center to Cowell Ranch presents several difficult choices. The State University's intention is to establish a permanent, upper-division and graduate off-campus center; and the population and enrollment projections indicate that a four-year campus will probably not be needed in the area for many years. Given these facts, it is questionable whether a 384-acre site is required for a facility that may not exceed 1,500 full-time-equivalent students (approximately 2,500 to 3,000 headcount students) until some time in the 21st century.
6. Criterion 4 of the Commission's *Guidelines and Procedures* specifies that the needs of the community must be met. At the same time, it is clear

that Contra Costa County requires the State University's services, and equally clear that the existing Pleasant Hill Center's facilities do not meet contemporary standards for campuses or off-campus centers. Although it is the largest of the State University's seven off-campus centers, it is also located in the least adequate facilities. In addition, the Mt. Diablo Unified School District, owner of the site on which the Pleasant Hill Center is currently located, desires to sell the site and will probably ask the State University to relocate within the next several years. Accordingly, it is likely that the center will not be permitted to remain at its present location.

7. The Cowell Ranch site is visually attractive and large enough for expansion, although somewhat restricted by the hilly terrain and several easements. The new site is closer to one of the county's major growth areas than is the present center but poses transportation and access problems that are severe, will deteriorate further in the years ahead if nothing is done, and which admit of no easy solution. The proposal to move to the new site has attracted both support and opposition from the local community, with recent concern from both students and faculty, based primarily on transportation problems.
8. California State University, Hayward, has a current physical capacity for approximately 3,000 more full-time-equivalent students than are now enrolled. It is important that the State receive full value for its existing investment in buildings and grounds before nearby facilities are constructed. Accordingly, it is reasonable to place an enrollment limitation on the Contra Costa Center and to require as well that it not expand into a full four-year campus until such time as the Hayward campus enrolls sufficient students to reach its existing capital outlay enrollment capacity of 11,246 full-time-equivalent students. To do otherwise would constitute "an unnecessary duplication of programs" (Criterion 5) and also disregard the requirement that enrollments at adjacent institutions be considered (Criterion 6).
9. Criterion 8 states that "the proposed off-campus center must be located within a reasonable commuting time for the majority of residents to be served." The failure to meet this test constitutes the principal defect of the Cowell Ranch site. There is overwhelming evidence that the only ma-

for access roads to the Cowell Ranch site are heavily congested at the present time. With traffic volumes projected by the California State Department of Transportation to double by the year 2005, both students and faculty will encounter serious difficulties reaching the site unless a solution to the transportation problem is found. The test of reasonable access has therefore not been met. By contrast, the existing center provides ready access to Interstate Highway 680, to various bus lines, and to the Pleasant Hill station of the Bay Area Rapid Transit District. A plan to provide similar accessibility should be designed for Cowell Ranch before construction commences, one that should include an environmental impact report (EIR) that pays particular attention to the transportation problems.

10. Criterion 9 requires the segment proposing the center to describe and justify the programs to be offered. This criterion has been satisfied.
11. Criterion 10 requires a description of the site's characteristics, and this has been provided from a number of sources. From the description, and from direct observation of the site, it appears that there are no major defects or hazards that cannot be mitigated, although the hilly terrain and the presence of heavy clay soils will probably produce higher construction costs than would be expected on level ground with more pliable soil. The PG&E high-tension lines, which could constitute a problem for television transmission, are required by contract to be removed by the Newhall Land and Farm Company.
12. Criterion 11 states that the proposed site must facilitate access for disadvantaged persons, and the State University has not provided a plan for serving them, either programmatically or with respect to transportation. Most members of ethnic minority and other underrepresented groups in Contra Costa County live in the western area of the county, principally in Richmond. Moving the center from Pleasant Hill to Cowell Ranch, especially in view of the transportation problems, may have the effect of further restricting access to the county's western residents.

Recommendations

Based on the above conclusions, the Commission recommends as follows:

1. That the California State University's request to establish a permanent off-campus center in Contra Costa County be approved.
2. That the Department of Finance release the \$491,000 contained in Item 6610-301-782 of the 1987-88 Governor's Budget so that planning may proceed for the permanent Contra Costa Center to be located at the site generally known as Cowell Ranch on Ygnacio Valley Road in Concord.
3. That the Contra Costa Center be planned for an initial enrollment of 1,069 full-time-equivalent students.
4. That until such time as the enrollment at California State University, Hayward equals or exceeds its current physical capacity, the Contra Costa Center not be converted to a four-year campus.
5. That the California State University submit to the California Postsecondary Education Commission a supplemental report that will include the following items:
 - 5.1 A plan that demonstrates that transportation access to the Cowell Ranch site for students, faculty, and staff, as of the time the permanent center opens for classes, will satisfy the requirements of reasonable access specified in Criterion 8 of the Commission's "Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers." An environmental impact report should be included with this plan that assesses the transportation impacts associated with the establishment and phased growth of the Contra Costa Center to include mitigation measures as appropriate.

Officials of the Office of the Chancellor of the California State University will confer with those of the California State Department of Transportation and appropriate community officials and groups, including

faculty, staff, and students, to agree on the essential components of the plan.

The Office of the Chancellor shall report to the Commission as soon as possible on the results of these meetings.

- 5.2 A complete description of how the center will serve disadvantaged students both programmatically and with regard to transportation access.
6. That the Governor and the Legislature approve

no funding for construction of the permanent center until the State University has submitted, and the Commission has reviewed and approved, each of the items in the supplemental report required by Recommendation 5.

7. That if the State University considers it appropriate to convert the Contra Costa Center into a comprehensive four-year campus, it shall submit a complete justification for that conversion to the Commission at least two years in advance of the proposed conversion date.

Guidelines and Procedures for the Review of New Campuses and Off-Campus Centers

NOTE: The following material is reproduced from Report 82-34 of the California Postsecondary Education Commission, which the Commission adopted on September 20, 1982.

Preface

It has been many years since a new campus was authorized for either the University of California or the California State University, and it is not anticipated that any will be proposed in the immediate future. In the past five years, the only authorized new campuses have been Orange County Community Colleges. Off-campus centers, however, continue to be proposed from time to time, and it is probable that some new centers will be offered for Commission review and recommendation in the future.

In April of 1975, the Commission adopted policies relating to the review of new campuses and centers, and revised those policies in September of 1978. The purpose was to provide the segments with specific directions whereby they could conform to two *Education Code* sections. The first of these directs the Commission to review proposals for new campuses and off-campus centers of public postsecondary education and to advise the Legislature and the Governor on the need for and location of these new campuses and centers (*Education Code* 66903). The second states the Legislature's intent that no funds for the acquisition of sites or for the construction of new campuses and off-campus centers by the public segments be authorized without the Commission's recommendation.

The 1975 document -- and the 1978 revision -- outlined the Commission's basic assumptions under which the guidelines and procedures were developed, and specified the proposals subject to Commission review, the criteria for reviewing proposals, the

schedule to be followed by the segments when they submit proposals, and the required contents of "Needs Studies." As experience was gained with the guidelines, it became clear that some confusion was generated by this format, and that some instructions appeared to be ambiguous or difficult to interpret. In addition, there was the problem of applying the guidelines to operations that had been started totally with non-State funds -- especially Community College off-campus centers initiated solely with local money -- a distinction of considerable substance prior to passage of Proposition 13, but less meaningful thereafter. In several cases, doubt arose as to whether an existing center had been previously recommended by the Commission or "grandfathered" in by being initiated before the guidelines were adopted. In other cases, although the Commission was notified, it took no action because no State money was involved or anticipated. When State funds were later requested, some districts acquired the mistaken impression that a favorable recommendation had been secured, and were surprised to learn that they had to participate in an extended review process with no assurance that State funds would be approved. The purpose of this document is to resolve the questions and ambiguities surrounding the original (1975) and updated (1978) guidelines. To that end -- although large sections remain virtually unchanged -- three major revisions are included:

1. The original guidelines stated that the Commission would review new off-campus centers "that will require either State or local funding for acquisition, remodeling or construction, and/or (2) those planned for use for three or more years at a given location, and which (a) will offer courses in two or more certificate and/or degree pro-

grams, and/or (b) will have a headcount enrollment of 500 or more."

The revised guidelines included in this document specify the need for review and recommendation only for operations "that will require State funding for construction, acquisition, remodeling, or lease. Those operations involving no State funds may be considered by the Commission for review and recommendation, but are reported primarily for inventory purposes." The location, program, and enrollment criteria are removed from the guidelines, leaving State funding the sole condition for requiring the Commission's recommendation. Review requirements for centers which have been in existence for several years at the time State funds are requested are specified below.

2. The original guidelines contained both "Criteria" for reviewing new proposals and a section entitled "Content of Needs Study" which was largely repetitive. In this document, the latter section has been subsumed under an expanded "Criteria" section.
3. The time schedules in the original guidelines and procedures were inconsistent between the four-year segments and the Community Colleges. This revision attempts to make the schedules more consistent for all segments.

Without question, the most difficult problem surrounding the Commission's role in the review of new campuses and off-campus centers concerns operations started without State money but needing State money at a later date. Obviously, it is impossible to ignore the fact that such operations exist, but at the same time, the Commission cannot allow prior existence to constitute a higher priority for State funds than would be accorded a proposal for a completely new facility. Were existing campuses and centers given such a priority, it could encourage the segments to "seed" new operations from non-State sources on the assumption that State money could be obtained more easily later. Accordingly, the Commission must regard any request for State funds, whether for an existing or new campus or center, as being applicable to a new operation. Thus, while these guidelines and procedures require Commission review and recommendation only for State-funded operations, the Commission strongly suggests that any segment anticipating the

need for State funds later take steps to secure the Commission's favorable recommendation at the earliest possible time. If such steps are taken, it should be possible to avoid denying funds to an existing center.

Although these guidelines and procedures are directed to public postsecondary education, the Commission invites and encourages the independent colleges and universities and the private vocational schools to submit their proposals for new campuses and off-campus centers to the Commission for review, thus facilitating the statewide planning activities of the Commission. This invitation to the independent segment was first extended by the Commission on April 14, 1975, at the time these guidelines and procedures were first approved. A similar invitation was extended on March 17, 1980, with respect to degree programs to be offered at off-campus locations (*Degrees of Diversity: Off-Campus Education in California*, California Postsecondary Education Commission Report No. 80-5, p. 100).

Assumptions basic to the development of guidelines and procedures for Commission review of proposals for new campuses and off-campus centers

The following assumptions are considered to be central to the development of a procedure for Commission review of proposals for new campuses and off-campus centers.

- The University of California and the California State University will continue to admit every eligible undergraduate applicant, although the applicant may be subject to redirection from the campus of first choice.
- The University of California plans and develops its campuses on the basis of statewide need.
- The California State University plans and develops its campuses on the basis of statewide needs and special regional considerations.
- The California Community Colleges plan and develop their campuses and off-campus centers on the basis of open enrollment for all students capable of benefiting from the instruction and on the basis of local needs.

- Planned enrollment capacities are established for and observed by all campuses of public postsecondary education. These capacities are determined on the basis of statewide and institutional economies, campus environment, limitations on campus size, program and student mix, and internal organization. Planned capacities are established by the governing boards of Community College districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California. These capacities are subject to review and recommendation by the Commission.

Proposals subject to Commission review

New campuses

The Commission will review proposals for all new campuses of the University of California, the California State University, and the California Community Colleges.

New off-campus centers

For the purposes of this section, "State funds" are defined as any and all monies from State General Fund appropriations and/or property tax revenues.

University of California and California State University: The Commission is concerned with off-campus educational operations established and administered by a campus of either segment, the central administration of either segment, or by a consortium of colleges and/or universities sponsored wholly or in part by either of the above. Operations that are to be reported to the Commission for review are those which will provide instruction in programs leading to degrees, and which will require State funding for construction, acquisition, remodeling, or lease. Those that involve funding from other than State sources may be considered by the Commission for review and recommendation, but need be reported only as part of the Commission's *Inventory of Off-Campus Facilities and Programs* (Education Code Sec. 66903[13]).

California Community Colleges: The Commission is concerned with off-campus operations established and administered by an existing Community College, a Community College district, or by a consortium of colleges and universities sponsored wholly

or in part by either of the above. Operations to be reported to the Commission for review and recommendation are those that will require State funding (as defined above) for construction, acquisition, remodeling, or lease. Those operations not involving State funds may be considered by the Commission for review and recommendation, but need be reported only as part of the Commission's *Inventory of Off-Campus Facilities and Programs*.

Consortia: When a consortium involves more than one public segment, or a public and the independent segment, one of those segments must assume primary responsibility for presenting the proposal to the Commission for review.

All Proposals: All off-campus operations must be reported to the Commission, either through the requirements of these guidelines and procedures, or through the *Inventory of Off-Campus Facilities and Programs*. Any off-campus center established without State funds will be considered to be a new center as of the time State funds are requested for construction, acquisition, remodeling, or lease.

Criteria for reviewing proposals

All proposals for new campuses and off-campus centers required by these guidelines to be submitted by any segment of higher education in California must include a comprehensive "Needs Study." This study must satisfy all of the criteria specified below, and will constitute the basis for the Commission's evaluation of proposals. As noted in the Preface, all first-time requests for State funds will be considered as applying to new operations, regardless of the length of time such campuses or centers have been in existence.

Criteria for reviewing new campuses

1. Enrollment projections should be sufficient to justify the establishment of the campus. For the proposed new campus, and for each of the existing campuses in the district or system, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided. For an existing campus, all previous enrollment experience must also be provided. Department of Finance enrol-

lment projections must be included in any needs study.

2. Alternatives to establishing a campus must be considered. These alternatives must include: (1) the possibility of establishing an off-campus center instead of a campus; (2) the expansion of existing campuses; and (3) the increased utilization of existing campuses.
3. Other segments, institutions, and the community in which the campus is to be located must be consulted during the planning process for the new campus. Strong local or regional interest in the proposed campus must be demonstrated.
4. Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses. If statewide enrollment does not exceed the planned enrollment capacity for the system, compelling statewide needs for the establishment of the new campus must be demonstrated.
5. Projected statewide enrollment demand on the California State University system should exceed the planned enrollment capacity of existing State University campuses. If statewide enrollment does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated.
6. Projected enrollment demand on a Community College district should exceed the planned enrollment capacity of existing district campuses. If district enrollment does not exceed the planned enrollment capacity of existing district campuses, compelling local needs must be demonstrated.
7. The establishment of a new University of California or California State University campus must take into consideration existing and projected enrollments in the neighboring institutions of its own and of other segments.
8. The establishment of a new Community College campus must not reduce existing and projected enrollments in adjacent Community Colleges -- either within the district proposing the new campus or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institu-

tions, or lead to an unnecessary duplication of programs.

9. Enrollments projected for Community College campuses must be within a reasonable commuting time of the campus, and should exceed the minimum size for a Community College district established by legislation (1,000 units of average daily attendance [ADA] two years after opening).
10. The programs projected for the new campus must be described and justified.
11. The characteristics (physical, social, demographic, etc.) of the location proposed for the new campus must be included.
12. The campus must facilitate access for the economically, educationally, and socially disadvantaged.

Criteria for reviewing new off-campus centers

1. Enrollment projections should be sufficient to justify the establishment of the new off-campus center. Five-year projections must be provided for the proposed center, with enrollments indicated to be sufficient to justify its establishment. For the University of California and the California State University, five-year projections of the nearest campus of the segment proposing the center must also be provided. For the Community Colleges, five-year projections of all district campuses, and of any other campuses within ten miles of the proposed center, regardless of district, must be provided. When State funds are requested for an existing center, all previous enrollment experience must also be provided. Department of Finance enrollment estimates must be included in any needs study.
2. The segment proposing an off-campus center must submit a comprehensive cost/benefit analysis of all alternatives to establishing the center. This analysis must include: (1) the expansion of existing campuses; (2) the expansion of existing off-campus centers in the area; (3) the increased utilization of existing campus and off-campus centers; and (4) the possibility of using leased or donated space in instances where the center is to be located in facilities proposed to be owned by the campus.

3. Other public segments and adjacent institutions, public or private, must be consulted during the planning process for the new off-campus center.
4. Programs to be offered at the proposed center must meet the needs of the community in which the center is to be located. Strong local or regional interest in the proposed facility must be demonstrated.
5. The proposed off-campus center must not lead to an unnecessary duplication of programs at neighboring campuses or off-campus centers, regardless of segment or district boundaries.
6. The establishment of University and State University off-campus centers should take into consideration existing and projected enrollment in adjacent institutions, regardless of segment.
7. The location of a Community College off-campus center should not cause reductions in existing or projected enrollments in adjacent Community Colleges, regardless of district, to a level that would damage their economy of operation, or create excess enrollment capacity, at these institutions.
8. The proposed off-campus center must be located within a reasonable commuting time for the majority of residents to be served.
9. The programs projected for the new off-campus center must be described and justified.
10. The characteristics (physical, social, demographic, etc.) of the location proposed for the new off-campus center must be included.
11. The off-campus center must facilitate access for the economically, educationally, and socially disadvantaged.

Schedule for submitting proposals for new campuses and off-campus centers

The basic intent of the time schedule for submitting proposals to establish new campuses and off-campus centers is to involve Commission staff early in the planning process and to make certain that elements needed for Commission review are developed within the needs study described previously in these guidelines and procedures.

The schedules suggested below are dependent upon the dates when funding for the new campus or off-campus center is included in the Governor's Budget and subsequently approved by the Legislature. Prior to the date of funding, certain events must occur, including: (1) a needs study to be authorized and conducted with notification to the Commission; (2) district and/or system approval of the proposed campus or off-campus center; (3) Commission review and recommendation; (4) budget preparation by segmental staff; (5) segmental approval of the budget; (6) Department of Finance review for inclusion in the Governor's Budget; (7) consideration by the Legislature; and (8) signing of the budget bill by the Governor.

Specific schedules are suggested below for all proposals for new campuses and off-campus centers requiring State funds for construction, acquisition, remodeling, or lease. As noted previously, however, the Commission may review proposals for new campuses and off-campus centers, regardless of the source of funding. This may require revisions in the suggested schedules. Therefore, the specific timetables outlined below should be considered as guidelines for the development of proposals and not deadlines. However, timely Commission notification of, and participation in the needs study, is important, and will be a factor considered in the Commission's review of proposals.

Schedule for new campuses

University of California and California State University

1. Needs study authorized by the Regents of the University of California or by the Trustees of the California State University, with notification to the Commission (30 months before funding).
2. Needs study conducted by segmental staff with appropriate participation by Commission staff (29-19 months before funding).
3. Regents or Trustees approve new campus (18 months before funding).
4. Approval review by the California Postsecondary Education Commission (17-15 months before funding).
5. Budget preparation by segmental staff (14-11 months before funding).

6. Budget approval by Regents or Trustees (10 months before funding).
7. Review by the Department of Finance (9-7 months before funding).
8. Consideration by the Legislature (6-0 months before funding).
9. Funding.

California Community Colleges

1. Needs study authorized by the local district board with notification to the Board of Governors and the Commission (32 months before funding).
2. Needs study conducted by the district staff with appropriate participation by staff from the Board of Governors and the Commission (31-21 months before funding).
3. Local board approves campus (20 months before funding).
4. Approval review by the Board of Governors (19-18 months before funding).
5. Approval review by the California Postsecondary Education Commission (17-16 months before funding).
6. Budget preparation by the Board of Governors' staff and the Department of Finance review (15-3 months before funding).
7. Consideration by the Legislature (3-0 months before funding).
8. Funding.

Schedule for new off-campus centers

University of California and California State University

1. Needs study authorized by the segment with notification to the Commission (12 months before funding).
2. Needs study conducted by segmental staff with appropriate participation by Commission staff (11-9 months before funding).
3. Regents or Trustees approve new off-campus center (9 months before funding).
4. Review by the California Postsecondary Education Commission (8-6 months before funding).

5. Budget preparation by segmental staff (8-6 months before funding).
6. Review by the Department of Finance (6-3 months before funding).
7. Consideration by the Legislature (3-0 months before funding).
8. Funding.

California Community Colleges

1. Needs study authorized by local district board with notification to the Board of Governors and the Commission (18-16 months before funding).
2. Needs study conducted by district staff with appropriate participation by staff from the Board of Governors and the Commission (15-13 months before funding).
3. Local board approves off-campus center (12-11 months before funding).
4. Needs study submitted to the Board of Governors (9 months before funding).
5. Approval review by the Board of Governors (9 months before funding).
6. Needs study submitted to the California Postsecondary Education Commission (8 months before funding).
7. Approval review by the California Postsecondary Education Commission (8-6 months before funding).
8. Budget preparation by the Board of Governors and review by the Department of Finance (6-3 months before funding).
9. Consideration by the Legislature (3-0 months before funding).
10. Funding.

Appendix B

Memorandum from Maurice Dance, Provost
and Vice President, Academic Affairs
California State University, Hayward,
Concerning the Location of the Contra Costa Center

California State University, Hayward
Hayward, California 94542

Memorandum

To : Dr. Ralph D. Mills, State University Dean
Extended Education
The California State University

Date: November 27, 1984

Maurice Dance
From : Maurice Dance, Provost and Vice President, Academic Affairs
California State University, Hayward
Subject: Location of CSUH, Contra Costa Center



You have asked that I briefly compare the present location of the Contra Costa Center of California State University, Hayward with the possible location on the property owned by the Trustees on Ygnacio Valley Road, known as the Cowell Ranch, in Concord.

I. Pleasant Hill

The Pleasant Hill site is ideal for its accessibility. It is about one-half mile from Highway 680, the major north-south freeway in central Contra Costa County. It is also close (one and one-half miles) to the Pleasant Hill station of the Bay Area Rapid Transit system (BART). A connecting bus line stops 300 yards from the site. The proximity to this major freeway is not only advantageous to students who must commute from some distance, it also makes it convenient for faculty. A number of our faculty live in Northern Alameda County and they can travel from home to the Contra Costa Center as quickly or even more quickly than from home to the CSUH campus. Moreover, driving time from Hayward to Pleasant Hill is between 30 and 45 minutes. This ease of access has helped convince many members of the faculty that teaching at the Center can be convenient. Consequently, students at the Center have been taught by a broad sample of the University's regular faculty.

The Contra Costa Center is housed in what was Pleasant Hill High School. It is owned by the Mt. Diablo Unified School District. The facilities are typical of high schools built in the 1950's. The classrooms are in reasonably good condition. The library has been very satisfactory. Parking space, which is shared with the Pleasant Hill Recreation District and the school district's Adult Education division, is adequate at present with some relief occurring when Adult Education leaves the facility, in Summer, 1985. However, parking may be a limiting factor on growth depending on further development in the areas adjacent to the high school.

The Pleasant Hill site is close to Diablo Valley College. The University has been able to establish close cooperative relationships with this major transfer institution of the Contra Costa Community College District. The present location is also on, or near to, main thoroughfares which connect to the County's two other community colleges. Driving time to these community colleges is 45 minutes or less.

Dr. Ralph D. Mills
 CSUH Contra Costa Center
 November 27, 1984

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The "680 corridor" is the locus around which the present office building development in the County is occurring. From the numerous office buildings and major corporation developments, e.g., Chevron USA, Bank of America, Shell Oil, Systron Donner, come the great employment gains in the County. Normally, housing starts would accompany job growth. But the scarcity of nearby available moderate income housing or space to build in Central Contra Costa has stimulated a burgeoning housing economy in its eastern section. In the foreseeable future -- the next ten years -- residential housing will revive in Central Contra Costa County and take off in its western section, i.e., Richmond. By that time the BART system will have built its extension to the east and make access to Central Contra Costa easier for residents of this now-outlying area.

The greatest concern about the present location is the clearly stated intent of the Mt. Diablo School District to sell the property. Involved in the zoning of the site, known as the "Schoolyard Project" are the Pleasant Hill Redevelopment Agency and Planning Commission. Currently, they are evaluating a proposed office complex for the site and some of the adjacent property. Significant, vigorous opposition to this plan has surfaced among a large number of residents. Opposition centers on the loss of recreational space and facilities as well as the traffic and congestion associated with the proposed development. Apparently the District cannot profitably sell the site until the zoning issue has been settled.

The controversy may well postpone the actual sale but it is inevitable. The prospect for CSUH continuing to rent the facility for any extended period of time is highly unlikely. There is a possibility that a developer might build and lease space to the University for the Center but there is no way to plan or to assure such an eventuality given the present uncertainty as to the disposition of the site. CSU could seek funding of a purchase of the site but there is not likely to be support for this since the State already owns the Ygnacio Valley Road site.

As an alternative, it has been suggested that exploration be made of the possibility of uniting a group of state agencies, including the Contra Costa Center on the site. There are no state government owned buildings (with the exception of DMV) in the County. The main County Library and the Office of the County Superintendent of Schools are already located there and the County owns adjoining land on which the Diablo Valley Justice Center is to be constructed. There are indications that the City of Pleasant Hill might look favorably upon the concept of it becoming the "government center" of Central Contra Costa County.

II. Analysis of the State-owned site on Ygnacio Valley Road

The Ygnacio Valley Road Site is approximately seven miles east of Highway 680. Direct access is through downtown Walnut Creek over a heavily travelled street with many stop lights. Driving time from 680 is at least 20 minutes and more likely one-half hour and longer at periods of peak traffic. (This travel time must be added to the one given for coming from various points

Dr. Ralph D. Mills
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November 27, 1984

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in Alameda County.) It is equally distant from State Highway 4, the principal east-west route connecting the large population of Richmond in the west with Antioch, the fastest growing city in the eastern part of the County. There is no public transportation to the site.

Difficulty of access is the principal disadvantage of the site. It is likely that some of the present student body would not transfer there. The population centroid close to this site is not as large as at Pleasant Hill. There are no plans in the offing that would improve accessibility.

It will be more difficult to induce faculty to voluntarily teach part of their assignment at the Ygnacio Valley Road Site. Students who must complete fieldwork assignments, as for example student teaching, will be more distant from the majority of locations (Satisfaction of the requirement to do student teaching in a variety of cultural settings will require travelling further distances).

Much of the long term population growth in the County will be in its northern and eastern sections. The Ygnacio Valley Road Site is advantageously located to serve those areas. The development of Highway 4 into a multi-lane freeway will accelerate that population growth.

There is great merit in providing the Contra Costa Center with a permanent facility designed for its specific use. A layout could be designed which would minimize the number of support personnel and use the various possible modes of telecommunications for classroom and administrative purposes to best advantage.

Assuming that the Ygnacio Valley Road Site is geologically sound, it is attractive; the rolling hills ascend sharply to the southwest part of the property and an attractive campus could be developed.

III. Summary

The Pleasant Hill site is an ideal location to serve the greatest number of students. It is convenient for faculty. However, we are not assured of having it indefinitely. While we are continually on the lookout for acceptable alternatives within a reasonable distance, none has yet appeared.

The Ygnacio Valley Road Site presently owned by the Trustees is not easily accessible. It does offer the distinct advantage of giving the Center a permanent home which could be designed to serve the instructional needs of the Center's students as efficiently as possible.

MD: jar

cc: President Ellis E. McCune
Dr. Herbert Graw

Appendix C

Senate Bill 785 (1985; Boatwright)

Senate Bill No. 785

CHAPTER 744

An act to add Section 89011 to the Education Code, relating to the California State University, making an appropriation therefor, and declaring the urgency thereof, to take effect immediately.

[Approved by Governor September 17, 1985. Filed with Secretary of State September 18, 1985.]

LEGISLATIVE COUNSEL'S DIGEST

SB 785, Boatwright. California State University: permanent off-campus center: Contra Costa County.

Existing law established the California State University, a system of public postsecondary education that operates through specified campus sites throughout this state.

This bill would require the Trustees of the California State University to consider the establishment of a permanent, state-supported off-campus center on state-owned property in Contra Costa County, to continue to offer education programs at the upper division and graduate levels available in that area.

This bill would also require the trustees to develop criteria for the approval of any proposals for state-supported off-campus centers, and to submit the criteria to the California Postsecondary Education Commission. The trustees and the commission would be required to report to the Legislature concerning the criteria no later than July 1, 1986.

This bill would appropriate \$150,000 from the General Fund to the California State University to prepare a master plan for the development of physical facilities, and to conduct a related demographic survey, as specified, pursuant to the establishment of the center.

This bill would take effect immediately as an urgency statute.
Appropriation: yes.

The people of the State of California do enact as follows:

SECTION 1. Section 89011 is added to the Education Code, to read:

89011. (a) It is the intent of the Legislature that public programs of postsecondary education be made available to qualified persons throughout this state, including areas of substantial existing or projected population that are isolated from any campus of the California State University.

(b) The Trustees of the California State University shall consider the establishment of a permanent, state-supported off-campus center on state-owned property in Contra Costa County, the purpose

of which shall be to continue to offer education programs at the upper division and graduate levels.

(c) Pursuant to the establishment of a permanent, state-supported off-campus center as provided by subdivision (b), the trustees shall contract for the preparation of a master plan for physical development, and a detailed survey of Contra Costa County, as follows:

(1) The master plan for the physical development of the center shall project major land uses, including open space, and the development of physical facilities, including those relating to lecture and laboratory use, and other instructional activities, site work, plant operations, and adjunct operations. The master plan shall be subject to the approval of the Trustees of the California State University.

(2) The detailed survey of Contra Costa County shall include, but not be limited to, official population projections, an industry and income profile, an analysis of specific education program requirements of potentially qualified students, an assessment of the need for educational services at the upper division and graduate levels, and an assessment of the services currently provided by other public and private institutions of postsecondary education, including the University of California and the California Community Colleges.

(d) The trustees shall review the results of the master plan and survey and shall forward the results to the California Postsecondary Education Commission for its review pursuant to Section 66904.

(e) The trustees shall develop explicit criteria for the approval of any proposals for state-supported off-campus centers of postsecondary education, and shall submit the criteria to the California Postsecondary Education Commission for its review. No later than July 1, 1986, the trustees shall submit the criteria to the Legislature, and the commission shall submit to the Legislature its recommendations concerning the criteria.

SEC. 2. The sum of one hundred fifty thousand dollars (\$150,000) is hereby appropriated from the General Fund to the California State University for allocation as follows, pursuant to the establishment of a permanent off-campus center as provided by Section 89011 of the Education Code:

(a) One hundred thousand dollars (\$100,000) for the preparation of a master plan for the physical development of the center.

(b) Fifty thousand dollars (\$50,000) for a detailed survey of Contra Costa County.

SEC. 3. This act is an urgency statute necessary for the immediate preservation of the public peace, health, or safety within the meaning of Article IV of the Constitution and shall go into immediate effect. The facts constituting the necessity are:

In order to ensure the availability of adequate upper division and graduate level educational opportunities in Contra Costa County, at the earliest possible opportunity, it is necessary that this act take effect immediately.

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Appendix D

Legislative Analyst's Analysis of SB 785

Legislative Analyst
May 9, 1985

ANALYSIS OF SENATE BILL NO. 785 (Boatwright)
As Amended in Senate April 29, 1985
1985-86 Session

SB 785 (Am. 4/29/85)

Fiscal Effect:

- Cost:
1. Appropriates \$150,000 from the General Fund to the California State University for studies and planning for establishing a permanent off-campus center in Contra Costa County.
 2. Potential major future cost for construction of permanent off-campus center.

Revenue: None.

Analysis:

This bill, an urgency measure, directs the Trustees of the California State University to establish a permanent off-campus center in Contra Costa County. The CSU currently has an off-campus center in Contra Costa County located in leased space. The permanent center, to be located on state-owned property, would offer educational programs at the upper division and graduate level.

This measure appropriates \$150,000 from the General Fund to finance (1) a master plan for physical development and (2) a detailed survey of Contra Costa County including an assessment of the need for additional educational programs at the upper division and graduate level. The Trustees are to forward to the California Postsecondary Education Commission (CPEC) (1) the results of the master plan and survey and (2) specific criteria developed by the Trustees of the CSU for approving state-funded off-campus centers. The CSU

SB 785--contd

criteria, and CPEC's comments on the criteria are to be submitted to the Legislature no later than July 1, 1986.

Fiscal Effect

The CSU indicates that the existing 380-acre state-owned site for a future campus of the CSU will be the site of the Contra Costa center, if approved.

The amount proposed for master planning (100,000) is based on the historical costs for development of such plans for the CSU Dominquez Hills campus. The amount proposed for the survey of educational needs and related data (\$50,000) is based on an estimate provided by the CSU Chancellor's Office.

Development of the center will involve planning, site development, utility development, construction and equipment costing several million dollars. The CSU indicates that eventually, this center may become a general campus, and therefore the master plan anticipates an ultimate development of a campus with an enrollment of 20,000 FTE. The future cost of these facilities may exceed \$100 million.

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Appendix E

Department of Finance Analysis of SB 785

Honorable Daniel Boatwright
Member of the Senate
State Capitol, Room 3086
Sacramento, CA 95814

DEPARTMENT
Finance

AUTHOR
Boatwright

BILL NUMBER
SB 785

DATE LAST AMENDED
August 26, 1985

SUBJECT

SB 785, an urgency measure, would require the California State University (CSU) Trustees to consider the establishment of a permanent off-campus center on state-owned property in Contra Costa County to offer education programs at the upper division and graduate levels in that area.

SB 785 would appropriate \$150,000 of which \$100,000 is to be used by CSU to prepare a master plan for the physical development of CSU property in Contra Costa County for a permanent off-campus center and \$50,000 for a detailed survey of Contra Costa County's population projection, an industry and income profile, assessment of unmet demand for educational resources at the upper division and graduate levels, and an analysis of specific education requirements of potentially qualified students.

SUMMARY OF REASONS FOR VETO

- o The public need for permanent facilities has not been demonstrated.
- o The determination for permanent off-campus centers should be done as part of a statewide comprehensive planning effort rather than on a fragmented, piecemeal basis.
- o There would be significant potential long-term costs, since the off-campus center may evolve into a campus.
- o Appears inconsistent to appropriate funds for a physical development master plan when the emphasis has changed from "establishing" to determining whether the existing center should have permanent facilities.

FISCAL SUMMARY--STATE LEVEL

Department/Agency or Revenue Type	Code	SO LA CO RV	(Fiscal Impact by Fiscal Year) (Dollars in thousands)						Code	Fund
			FC	1985-86	FC	1986-87	FC	1987-88		
CSU	6610	SO	A	\$150	--	--	--	--	001	General

FISCAL SUMMARY--LOCAL LEVEL

Reimbursable Expenditures	None
Non-Reimbursable Expenditures	None
Revenues	None

RECOMMENDATION

Veto the bill.

Department Director

Date

Principal Analyst
(321) Rogers

Date

Program Budget Manager
Robert F. Harris

Date

Governor's Office use

Position noted

Position approved

Position disapproved

by:

date:

AUTHOR

DATE LAST AMENDED

BILL NUMBER

artwright

August 26, 1985

SB 785

ANALYSIS (continued)

A. Specific Findings

- o The beginning of State-supported off-campus instruction at CSU dates back to 1977. In 1978, the Legislature requested that no further expansion of State-supported off-campus instruction be undertaken pending the completion of a two year study by California Postsecondary Education Commission (CPEC). The CPEC Study, "Degrees of Diversity, Off-Campus Education in California," which favored the off-campus instruction by CSU, subject to certain conditions, was accepted by the Legislature.

The Budget Acts of 1980-81 and 1981-82 stipulated that CSU could develop and conduct off-campus centers with certain limitations.

- o CPEC, pursuant to Education Code Section 66904, is charged with reviewing and approving new off-campus center sites.
- o By 1984, CSU felt they were free of any legislative restriction except for enrollment limitations. In Fiscal Year 1984-85 CSU has four operational off-campus centers administered by Stanislaus (Stockton Center), Northridge (Ventura Center), San Diego (North County Center), and Hayward (Contra Costa Center). Funding for a fifth center in San Francisco is included in the Fiscal Year 1985-86 Governor's Budget.
- o CSU is in support of all three of the bills for permanent off-campus facilities; and in fact could be considered a quasi-sponsor of these bills. Two recent Trustee meetings in January and March 1985, included informational agenda items pertaining to the problem and potential need for permanent off-campus centers.
- o SB 785 is one of three similar bills which could result in the establishment of permanent off-campus centers in three specific geographic regions which have existing centers operating out of leased facilities. These bills would have the Trustees consider the possibility of establishing, or expanding and making permanent centers: SB 785 in Contra Costa, SB 1103 in Ventura County and SB 1060 in North San Diego County. SB 785 would appropriate \$150,000 from the General Fund to CSU to (1) develop a master plan for the physical development of CSU property in Contra Costa County for a permanent off-campus center (\$100,000) and (2) fund related demographic and need surveys (\$50,000). SB 1103 and SB 1060 would appropriate \$250,000 each from the General Fund to CSU to fund (1) a site selection study (\$200,000) and (2) related demographic and need surveys (\$50,000).
- o In March 1981, the CPEC approved a request for an off-campus center in Contra Costa. This center, administered by CSU Hayward, began serving students in fall 1981. This center currently operates out of facilities leased from the public school district in Pleasant Hill. This center is 30 miles or 35-40 minutes away from the Hayward campus. The school district plans to sell the facility and has notified CSU that the lease will not be extended, thus requiring relocation of the center before Academic Year 1986-87.
- o The Contra Costa Center provides a range of upper division and graduate level courses for area residents, with a significant concentration in the fields of business and education. In fall 1985, this center is estimated to serve 1,000 students or 385 FTEs.

(continued)

AUTHOR

Boatwright

DATE LAST AMENDED

August 26, 1985

BILL NUMBER

SB 785

ANALYSIS (continued)

A. Specific Findings (continued)

- o The Ventura and North San Diego Centers began operation without CPEC's approval either because they were initiated before CPEC had the statutory authority to approve such centers (Ventura/SB 1103) or as a decision by CSU absent a specific CPEC recommendation for approval or denial (North County San Diego/SB 1060). In the last case, CPEC reviewed the proposal in May 1979, but deferred its decision because State capital outlay funds were not involved. These three determinations were all made without any assessment of statewide need.
- o At the current time, CSU has under consideration at least two other off-campus center sites that are not addressed by current legislation and has asked CPEC to review them under CPEC's statutory requirement to do so. These include Palm Desert (CSU San Bernardino), and Orange County (CSU Fullerton). Additionally, there are potentially nine other centers under discussion for potential future consideration.
- o There has been no comprehensive review of statewide needs by the CSU trustees or the Chancellor's Office.
- o Patrick Callan, Director of CPEC, in his overview statement on the 1985-86 Budget before the Legislature, identified several policy issues related to the establishment of permanent facilities, expansion of existing facilities, and the development of new centers. The CPEC concerns are:

1. To what extent should the State now encourage the further expansion of these facilities and development of new ones for communities that once might have qualified for a new campus under the 1960 Master Plan?
2. Which sites have the highest priority for development?
3. Under what circumstances should these off-campus centers be housed in permanent buildings constructed with State funds?

Mr. Callan concluded by stating that the growth of off-campus instruction in the State University should be approached in a general framework -- understood and agreed by all the parties -- rather than as a series of decisions on individual sites.

Such a framework should consider questions of size, extent of service (upper division, graduate courses and/or degrees), location, priority for funding, schedule for funding and construction, and whether or not a community might have qualified for a new campus under the 1960 Master Plan for Higher Education, which is now under review.

- o The introduction of these three separate bills reflects a piecemeal approach to statewide planning for an educational delivery system. These bills represent special interest district legislation.
- o These bills raise some questions/concerns:

- (1) Is the public best served by permanent facilities?
- (2) What is the impact of these bills on the State's ability to address the recent dramatic drop in student enrollment?

(continued)

AUTHOR

DATE LAST AMENDED

BILL NUMBER

atwright

August 26, 1985

SB 785

ANALYSIS (continued)

A. Specific Findings (continued)

Recommendation: Defer any action on permanent facilities until the Trustees have (1) conducted a statewide assessment of the need for permanent facilities considering all existing and proposed centers, and (2) determined the priorities for funding and include such requests in its Capital Outlay proposal during the normal budget process.

- o The April 29 amendment imposes or makes explicit additional requirements on the Trustees to review the results of the plan for physical development and demographic survey, and report the results to CPEC pursuant to Section 66904. In addition, the bill would require the Trustees to develop criteria for the approval of any proposal for State-funded purchase of construction of off-campus centers and submit the criteria to CPEC for review. The Trustees are to submit the criteria and CPEC's review to its recommendations of the criteria to the Legislature no later than July 1, 1986.

While these provisions would appear to impose some planning process for establishment of permanent off-campus centers, it is unclear if a) our concerns are addressed regarding the public need and statewide assessment. Also, it is unclear what purpose the criteria serve in the approval process, i.e., who approves and what is the next step. Seemingly, Section 66904 provides for CPEC review and approval of proposals for institutions and off campus centers, and CPEC advice for funding capital outlay for off campus centers. How do these newly developed criteria fit into this process?

- o The August 26 amendment changes the requirement that the Trustees establish a permanent off-campus center on State-owned land to consideration of such establishment.

These amendments still do not allay our staff concerns regarding whether the public need is best served by permanent facilities and the lack of a statewide assessment. The changes being made in this bill and the other two legislative proposals in proposals dissimilar in intent and approach to a statewide assessment and further accentuating a fragmented approach.

There also appears to be an inconsistency to approach the physical development plan for physical development of the center and the public need study. The emphasis is now on determining whether a permanent facility is warranted, presupposes a positive finding from the needs study.

B. Fiscal Analysis

This bill would appropriate \$150,000 from the General Fund to CSU to prepare a master plan for the development of physical facilities in Contra Costa (\$100,000), and to conduct related demographic and need surveys (\$50,000).

Should a decision be made to establish permanent centers, the future cost related to this bill could be several million dollars for facility construction costs. Even more significant, a permanent facility would probably be a decision for the operating budget for CSU campuses for Fiscal Year 1987-88 since the bill presupposes a permanent facility.

Appendix F

Executive Summary
California State University Demographic/Market
Analysis and Needs Analysis

Off-Campus Center
Contra Costa County

Ira Fink and Associates, Inc.

March 1986

EXECUTIVE SUMMARY

This study of the California State University Hayward-Contra Costa Center (CSUH-CCC) is to estimate the need for, scope of, and timing of additional State University higher education programs in Contra Costa County, primarily at the upper division and graduate level.

A. Contra Costa County

1. Contra Costa is one of the nine counties that make up the San Francisco Bay area. It is a large county, covering over 470,000 acres and 732 square land miles. It extends from the urban shoreline along San Francisco Bay to the agricultural lands of the San Joaquin-Sacramento River delta 50 miles away. Contra Costa County population is projected by the Department of Finance to increase from 705,200 in 1985 to 970,800 by the year 2020.
2. Generally, the county is divided into three subareas: "West County", "Central County", and "East County". The "Central County" subarea of Contra Costa is the largest, including ten of the 18 cities in the county and over one-half the total population.
3. The racial composition of the population varies by area of the county. For example, although nearly 82 percent of the overall population of the County in 1980 was white, the proportion varied from 61 percent in West County to 93 percent in Central County.

B. Employment

1. Between 1960 and 1970, Contra Costa County experienced a rapid expansion in its existing employment base. The total number of jobs in the county increased from 88,500 to 127,700. By 1982, employment in the county had increased by nearly 81,000 above 1970 levels to 208,300 with more than one-half the jobs in the trades, professions or services.
2. The projections of future employment for the county to the year 2005 show overall employment increasing by 140,000 persons from 233,200 in the year 1985 to 373,900 in the year 2005.

C. Income

1. In terms of family income, Contra Costa in 1985 with an average annual family income of \$32,700 is in the upper group of Bay Area

California State University, Hayward-Contra Costa Center

Counties. It is exceeded only by Marin (\$39,100), San Mateo (\$34,200) and Santa Clara (\$34,300).

D. Employers

1. Of all firms in Contra Costa, there are 129 firms who employ from 100 to 4,000 persons.
2. Of the 70 firms with more than 250 employers who were contacted as part of this study, 47 offered some form of in-house education program ranging from seminars to job training workshops. Twenty-three of the firms did not offer any such programs.

E. CSU, Hayward-Contra Costa Center, Pleasant Hill

1. In Fall 1981, California State University-Hayward began operation of an off-campus center located in Pleasant Hill in Contra Costa County, near Walnut Creek and Concord.
2. The CSU-Hayward, Contra Costa Center in Pleasant Hill is about one-half mile from Interstate 680, the major north-south freeway in central Contra Costa County. The Center is one and one-half miles from the Pleasant Hill station of the Bay Area Rapid Transit system (BART); a connecting bus line stops 300 yards from the site. The center is approximately 30 miles from the CSU-Hayward campus.
3. Although the newest of the five formally authorized CSU centers, the Pleasant Hill Center is the largest. Currently offering programs in business, education, public administration, and liberal studies, the Center has grown rapidly and in 1985-86 is projected to reach nearly 500 annual FTE, with a headcount enrollment of approximately 1,050, including students who take some classes at the CSU-Hayward campus.

F. Higher Education Institutions in the East Bay

1. Excluding the CSU-Hayward, Contra Costa Center, and specialized institutions, such as the Graduate Theological Seminary in Berkeley, there are 13 major higher education institutions in the East Bay area. Of these institutions, four institutions (Holy Names College, John F. Kennedy University, Mills College, and St. Mary's College) are private. John F. Kennedy is an upper division and graduate institution, Holy Names, Mills and St. Mary's are four-year colleges with graduate programs. The remaining nine East Bay institutions are public institutions, including seven community colleges (College of Alameda, Chabot, Contra Costa, Diablo Valley, Laney, Los Medanos, and Merritt), and two are four-year institutions with graduate programs (CSU- Hayward

California State University, Hayward-Contra Costa Center

and University of California, Berkeley). These institutions are located in the East Bay counties of Alameda and Contra Costa.

G. Projected Enrollments

1. The age group of persons ages 17 to 29 years is that group most likely to enroll as undergraduates at a CSU campus. In 1985, the Contra Costa population in the 17-29 age group reached a peak of 145,081 persons. It is projected to decline through the year 2000 when decreases to 124,634, a drop of 15 percent before it starts increasing again. While the increases are consistent, it will be almost to the year 2020 before the number of persons in the 17 to 29 year old age group in Contra Costa County is projected to reach 145,100, the same level as in 1985.

2. Twenty-five to 34 year olds, the age group most likely to enroll as graduate students at a CSU campus, will not peak until 1990, when among Contra Costa residents it reaches 125,133. This group will decline by nearly 18 percent to 102,641 by the year 2005. By the year 2020, when this population is expected to total 121,900, the group will not be as large as it is projected to be in the year 1990.

3. Currently, the 1984 undergraduate participation rate of Contra Costa students ages 17 to 29 years attending a CSU campus is nearly 47 students per 1,000 persons in this age group in Contra Costa County. If this participation rate were to increase to 50 students per 1,000 in this age group and remain constant at that rate over the next 35 years, the number of undergraduate students from Contra Costa County attending CSU would decline from a peak of 6,700 in 1990 and continue to decrease to 6,230 to the year 2000 at which time it would again begin to increase. The increase would mean that current levels of participation by Contra Costa County students in the CSU would not reach their same 1984 level of 6,810 until nearly the year 2020.

4. Currently, the graduate participation rate from Contra Costa County to the CSU is slightly more than nine students per 1,000 persons in this age group in Contra Costa. If this participation rate were to continue into the future, the actual number of graduate students from Contra Costa County would peak at approximately 1,126 in the year 1990 and then decline through the year 2005 at which time it would begin to increase, reaching or exceeding its current levels of 1,065 by the year 2020.

5. Of the California students attending the California State University in Fall 1984, three percent of the undergraduate students (6,810) and two percent of the graduate students (1,065) were from Contra Costa County at the time of enrollment.

California State University, Hayward-Contra Costa Center

H. Demand for a Four Year and Graduate Institution in Contra Costa

1. To estimate the demand for a four year and graduate California State University campus in Contra Costa County, the assumption was made that the participation rate would be similar to the participation rate of students currently attending a CSU campus in the county in which the students lived. For example, one might assume that the participation by Contra Costa County students attending a CSU campus in Contra Costa could be similar to participation rates of a Sacramento County student attending Sacramento State University.

2. If one were to apply these participation rates and percentage of home county attendance to the respective Contra Costa age groups of 17 to 29 years for undergraduates and 29 to 34 years for graduates who might attend a CSU campus in Contra Costa, the results could range from approximately 3,500 to 7,400 in 1990. They would decrease to a range of 3,200 to 6,700 by the year 2000 and again increase to a range of 3,600 to 7,600 by the year 2010.

I. Demand for an Upper Division and Graduate Center in Contra Costa

1. Three alternative participation rates for an upper division and graduate center were computed. Assuming a steady state participation rate, based on current participation at the Pleasant Hill Center, enrollment at a permanent Center would peak in 1985 at approximately 1,000 headcount and then remain at the 900-1,000 level through the year 2020. If participation increased at a rate of 0.05 percent per year at the Center, it would increase by 20 to 25 persons per year through the year 2020 at which time it would reach approximately 1,900 students. If the Center grew at a 0.10 percent rate per year, the Center would increase by 40 to 50 students per year and reach a total enrollment of 2,700 by the year 2020.

2. The above increases in participation are considered conservative. It is possible the Center could quickly reach an enrollment of 2,000 or 2,500 students as an upper division and graduate institution depending upon programs and resources. It is also conceivable that enrollments at the Center could reach 3,000 or 3,500 before they would begin to top out.

3. Because a permanent Center has a high likelihood of attracting students who (1) are employed and are trying to upgrade their professional position, or (2) are re-entry students, typically females, who have raised a family, or have had an interrupted college education, or (3) are the flow-through community college transfer, it is unlikely that a permanent upper division and higher education center would have a substantial impact on other East Bay higher education institutions

California State University, Hayward-Contra Costa Center

because of the differing education markets they serve, and the locational preferences of Center students.

4. The formation of a new permanent upper division and graduate center or a four-year and graduate campus would have both a positive and negative affect on the California State University. On the positive side, location of a CSU center or campus would increase the participation of Contra Costa Students in the CSU. In the short term, CSU Hayward would benefit the most as the center is under their stewardship. On the negative side, a permanent Center would result in a slight decline in enrollment at other CSU campuses, unless participation by Contra Costa students increased dramatically.

J. Educational Programs

1. The success of the programs at the CSU, Hayward-Contra Costa Center in Pleasant Hill should serve as the base of instructional offerings at a permanent center. These programs include business administration, counseling, criminal justice, education (both graduate and credential programs), english, human development, liberal studies, and public administration. In addition courses that are requested but not offered include computer science and psychology.

2. Only three of the 13 East Bay community colleges and universities offer certificate programs in engineering, three offer associate degrees in engineering, but only the University of California, Berkeley offers bachelor or masters degree programs in engineering. Thus, the opportunity to provide an engineering curriculum at a permanent Center would seem an important program element to be considered.

Appendix G

Letter from John M. Smart, Deputy Provost,
California State University
to William H. Pickens

March 18, 1987

THE CALIFORNIA STATE UNIVERSITY

BAKERSFIELD CHICO DOWDLE HILLS FRESNO FULLERTON HAYWARD HUMBOLDT
POMONA SACRAMENTO SAN BERNARDINO SAN DIEGO SAN FRANCISCO SAN JOSE



LONG BEACH LOS ANGELES NORTHRIDGE
SAN LUIS OBISPO SONOMA STANISLAUS

OFFICE OF THE CHANCELLOR

(213) 590-

5515

March 18, 1987

Dr. William Pickens, Director
California Postsecondary
Education Commission
1020 12th Street
Sacramento, CA 95814

Dear Bill:

I am pleased to submit for Commission review a proposal to establish the CSU Hayward off-campus center in permanent facilities on the State-owned site in Contra Costa County. The center, as you are aware, currently operates in leased facilities in Pleasant Hill and was established after detailed CPEC review.

The proposal addresses each of the Commission and Board of Trustees adopted criteria. The proposal does not yet include complete enrollment projections. These are being developed and will shortly be reviewed with the Department of Finance. These projections will be shared with you and your staff within the next two weeks.

I am aware that Commission staff workload may make it difficult to complete review during the current budget review process. If the Commission is unable to conduct its review of the CSU proposal by the conclusion of budget discussions, the CSU would recommend budget language making release of preliminary planning and working drawing funds for the project contingent upon Commission review.

Please let me know of questions you or the staff may have as you review the proposal.

Sincerely,

John M. Smart
Deputy Provost

JMS:pg

cc: Senator Daniel Boatwright
Chancellor W. Ann Reynolds
President Ellis E. McCune

RECEIVED

Cal State University, Hayward
Office of the President
MAR 24 1987

March 19, 1987

PROPOSAL TO ESTABLISH
PERMANENT OFF-CAMPUS CENTER

FACILITIES IN CONTRA COSTA COUNTY

Submitted by
California State University, Hayward
and
Office of the Chancellor

RECEIVED
Cal State University, Hayward
Office of the President
MAR 24 1987

CONTRA COSTA CENTER PROPOSAL

Section 1: Responses to CPEC Criteria for Reviewing New Off-Campus Centers

Section 2: Responses to CSU Board of Trustees Criteria for Establishment of Permanent State-Owned Facilities for Upper Division/Graduate Off-Campus Instruction

Section 3: Appendix A: Contra Costa Center, Annual and Projected FTE By Degree Program

Appendix B: Proposed Contra Costa County Center, November, 1980

Appendix C: Ethnic Makeup of Contra Costa County

Appendix D: The Contra Costa Center: Its Fifth Year

Appendix E: Arthur Fink Report

Appendix F: Engineering Study

SECTION 1: Responses to CPEC Criteria for REviewing New Off-Campus Centers

Criterion 1

Enrollment projections should be sufficient to justify the establishment of the new off-campus center. Five-year projections must be provided for the proposed center, with enrollments indicated to be sufficient to justify its establishment. For the University of California and the California State University, five year projections of the nearest campus of the segment proposing the center must also be provided. For the Community Colleges, five-year projections of all district campuses, and of any other campuses within 10 miles of the proposed center, regardless of district, must be provided. When State funds are requested for an existing center, all previous enrollment experience must also be provided. Department of Finance enrollment estimates must be included in any needs study.

Response 1

The enrollment history of the Contra Costa Center together with projections for the years 1987/88 through 1991/92 are shown as Appendix A.

It should be noted that in the present year, 1986/87, the Center has an estimated FTE of 545, the parent Hayward campus FTE is 8,159, making a total of 8704. Current projections show that by the year 1991/92, the Center's enrollment will be an estimated 1,000 FTE, that of the home campus 7,950, making a total of 8,950. (Detailed enrollment projections will be submitted approximately April 1, 1987, following review with the Department of Finance.)

Criterion 2

The segment proposing an off-campus center must submit a comprehensive cost/benefit analysis of all alternatives to establishing the center. This analysis must include: (1) the expansion of existing campuses; (2) the expansion of existing off-campus centers in the area; (3) the increased utilization of existing campus and off-campus centers; and (4) the possibility of using leased or donated space in instances where the center is to be located in facilities proposed to be owned by the campus.

Response 2

Alternative #1: Data from the present Contra Costa Center clearly shows that a previously underserved population has been given opportunities for college-going which would not be available without the Center. Neither expansion of the Hayward campus nor any of the other nearby CSU or UC campuses would provide an entree to higher education comparable to continuance of the Center.

Alternative #2: There are no other existing off-campus centers in the area.

Alternative #3: The answers to alternative #1 and #2 are applicable here.

Alternative #4: The following sub-alternatives in this category have been investigated: (A) Continuing the present lease with the Mt. Diablo Unified School District for the Pleasant Hill campus; (B) Leasing space at another facility in central Contra Costa County; (C) Constructing a new facility on the state-owned property known as the Cowell Ranch.

(A) Continuing the present lease with the Mt. Diablo Unified School District for the Pleasant Hill campus.

The District has had a lease with the University. The rental rate for 1986-87 is \$.90 per square foot with over 22,000 square feet being leased by the University, the District receiving approximately \$225,000 in this fiscal year. For 1987/88, it appears that the University will lease an additional 200 square feet and the rate will increase to \$.95 per square foot bringing in \$275,000 to the District. This is a full-service lease including utilities and custodial service.

Estimates of a near doubling of enrollments to 1000 FTE by 1991-92 will increase the need for space by approximately 75 per cent to 38,500 square feet (additional space needs are not increased in direct proportion to FTE gains as it is assumed that facility usage will be more efficient with a larger number of daytime classes). Assuming an average five per cent (5%) increase in rental costs for each of the years, the rent would be \$1.15 per square foot including utilities and custodial service for a total of slightly more than \$530,000 per year. Additionally, the University would probably have to pay for some facility renovations including remodeling of laboratory spaces, installation of air conditioning and expansion of the library. All of these one-time expenses would increase the cost.

(B) Leasing space at another facility in central Contra Costa County

Investigation has been made into the availability of other potential lease sites in central Contra Costa County.

Criteria considered were: (1) availability of present and future space needs, a location which would provide relatively easy access to faculty coming from Hayward and to students from all sections of the county and from neighboring counties (2) adequate parking to accommodate the Center's clientele, (3) room for expansion and (4) cost.

Some potential sites were located which fit the criteria. They included vacated office buildings and a newly developed "R&D building." Each would have provided a more modern facility than Pleasant Hill High School. The rents would have been higher in each instance, ranging from \$1.10 to \$1.25 "triple net." However, long term leases were potentially available in each case and owner/developer financed "buildouts" would have made any of the facilities suitable for educational purposes. The University would probably have had to participate in the cost of the construction -- in one case it was estimated that approximately \$100,000 would have been needed to provide for a facility to accommodate 600 FTE including two laboratories and a computer center. There was additional room for expansion to accommodate the Center's planned further growth.

(C) Constructing a new facility on the state-owned property known as Cowell Ranch

The Cowell Ranch site has been owned by the State of California for over 20 years. It is located close to the anticipated center of population growth in the County. It was purchased at a favorable price at the time and no additional expense is required to secure it. Development costs for the proposed center are estimated to be \$15.3 million. Once built the Center will contain modern classrooms, laboratories and telecommunications linkages to the Hayward campus and other facilities.

An energy efficient building will be constructed and modern conveniences for faculty and students will be available. Should the Center grow sufficiently to warrant consideration for expansion to a full-service campus, the space for additional classroom buildings, athletic and play fields, even dormitory space, will be available.

Criterion 3

Other public segments and adjacent institutions, public or private, must be consulted during the planning process for the new off-campus center.

Response 3

Prior to the opening of the Contra Costa Center in Fall, 1981, an extensive needs study was conducted by the Hayward campus. This study is included in the present document as Appendix B. Consultation with other members of the Regional Association of East Bay

Colleges and Universities regarding the establishment of the Center took place prior to its opening and is documented on Page 13 of the Appendix.

Criterion 4

Programs to be offered at the proposed center must meet the needs of the community in which the Center is to be located. Strong local or regional interest in the proposed facility must be demonstrated.

Response 4

The enrollments by program for the Center during the first five years of operation are shown in Appendix A. These programs were selected primarily on the basis of information which was gained at the time of the original needs analysis (Appendix B. page 7). The enrollments at the Center in these programs is the best possible indication of regional interest.

Appendix B also contains numerous letters of support regarding the establishment of the Center prior to its opening. The enrollment history has justified the optimism shown in these letters and is indicative of the University's ability to satisfy the demand of local citizens for academic programs.

Criterion 5

The proposed off-campus center must not lead to an unnecessary duplication of program at neighboring campuses or off-campus centers, regardless of segment or district boundaries.

Response 5

Off-campus centers in the CSU do not normally offer lower division courses unless the nearby community colleges do not provide comparable offerings. As a result, duplication of community college courses does not take place.

There is little overlap of programs between the two senior institutions in Contra Costa County, St. Mary's College and John F. Kennedy University at the undergraduate level. St Mary's has a statewide clientele. It is not conceivable that a center offering upper division courses will seriously detract from undergraduate enrollments at a nearby residential, liberal arts college that draws students from a far larger radius than the county in which it is located. John F. Kennedy University has a limited undergraduate program with a curriculum structured significantly different from CSU, Hayward.

Overlap at the graduate level is more apparent, particularly in the fields of business (both St. Mary's and JFK), education (St. Mary's) and counseling (JFK). However, the present number of students in Contra Costa County and the potential increase in their numbers suggests that the establishment of a permanent

off-campus center will not seriously effect enrollments in these two independent institutions.

As a point of further information it should be noted that the independent institutions probably experience greater competition from the off-campus programs of other independent institutions that do not have their headquarters in Contra Costa or Alameda Counties, but see the area as a fertile marketplace.

Criterion 6

The establishment of University and State University off-campus centers should take into consideration existing and projected enrollment in adjacent institutions, regardless of segment.

Response 6

The answer to Criterion #5, above, speaks to this criterion also. The five-year master plan for the Center extends its programs at the undergraduate level which may provide some further competition to St. Mary's College. But, as previously stated, the Center's clientele is a different one than that which St. Mary's attracts to its undergraduate programs. The extension of the Center's undergraduate programs does not effect its relationship with John F. Kennedy University.

Criterion 7

The location of a Community College off-campus center should not cause reductions in existing or projected enrollments in adjacent Community Colleges, regardless of district, to a level that would damage their economy of operation, or create excess enrollment capacity, at these institutions.

Response 7

This criterion is not applicable to a CSU off-campus center.

Criterion 8

The proposed off-campus center must be located within a reasonable commuting time for the majority of residents to be served.

Response 8

The Cowell site, located in central Contra Costa County, is served by a major arterial road and is five miles from Interstate 680, the closest freeway.

Relocating the Center from its present site in Pleasant Hill to the Cowell site will affect the commuting time of students differently, depending upon their departure point and the time of day. Some analysis of traffic flow is provided on pp. 173-191 of the Fink report.

The majority of students presently enrolled live in Central and Western Contra Costa County and in Salono County. Their commute time would be increased significantly during evening commute hours, but only minimally during daytime hours. Residents of Walnut Creek, Concord and the developing areas of Western Contra Costa County would have a reduced commute time. Because BART stations are located along the freeway corridor, effects on the commute time of those utilizing BART will be similar. Further growth and development in the Central County will adversely affect traffic flow until additional road improvements are made.

Criterion 9

The programs projected for the new off-campus center must be described and justified.

Response 9

Academic Programs that the Center expects to offer by 1991-92 are shown in Appendix A. The existing programs, which have been attractive to students, will be continued, and four new degree programs will be added: Computer Science, Psychology, History and Biology.

The four proposed new programs are the ones most frequently requested by registered and prospective students. Contra Costa County is the headquarters site for a growing number of companies with heavy demand for computer scientists. There has thus been a growing demand for a computer science major, but the University has not previously had sufficient faculty on other resources to offer the program. There is widespread interest in psychology, as preparation for careers in clinical fields; for history, as preparation for teaching, and for biology, as preparation for careers in biotechnical fields. Demand in these areas is now sufficient to make feasible introduction of degree programs at the Center.

The projections of annual FTE for 1991/92 for these programs are conservative. Assuming extension of student interest in these same areas for the next five years and the building of proper facilities, the enrollment projections may prove to be conservative.

The analysis of the potential of a permanent off-campus center in Contra Costa County produced by Ira Fink and Associates, which was commissioned as a result of Senate Bill 785, also speaks to this issue on pages 160-161.

Criterion 10

The characteristics (physical, social, demographic, etc.) of the location proposed for the new off-campus center must be included.

Response 10 84

A description of the Contra Costa County environment is provided in section III of Dr. Fink's analysis (pp. 31-69). Included are

sections on the geographical setting of the county, population trends, and the racial composition of its population. Projections regarding demographics, employment and the economy are provided for the next twenty years.

The State owned property in Contra Costa County held for the proposed off-campus center is a 380 acre parcel located approximately 7 miles east of Highway 680 (see the response to Criterion #8 for a more detailed discussion of the location). It is located in an area formerly limited to single family dwellings. Recently apartments have been built in this area and others in response to the need to have affordable housing built close to the strong labor market of central and southern Contra Costa County.

The property is presently unoccupied. It has a mixed contour with approximately one-fourth to one-third being flat and the rest having slight or severe slopes. Access roads will have to be built in order to expedite traffic from Ygnacio Valley Road.

An engineering study (Appendix F) indicated that, although there is evidence of instability in the soil, it is possible to build on it. Overall, slightly more than half of the land can be developed for classroom or outdoor use.

Because of the fast growing population centers of Antioch and Pittsburgh an increasingly large number of students is expected to come over the Kirker Pass Road to the site. This four lane road shortens the time needed to reach the proposed Center in comparison to a trip around the hills.

Criterion 11

The off-campus center must facilitate access for the economically, educationally, and socially disadvantaged.

Response 11

The answer to this criterion is developed using existing and expected racial/ethnic population distributions in the county. Therefore, the first two years of collegiate education is within the reach of almost all residents of Contra Costa County. Included in this report is Appendix C, which provides data regarding the racial/ethnic distribution among cities and unincorporated areas in Contra Costa County. The data are taken from the 1980 census. The three largest cities in central Contra Costa County are Concord, Walnut Creek, and Pleasant Hill. The present Center is located in Pleasant Hill and draws the majority of its students from these communities (see Appendix D, pp. 6,7). The data indicate that the population of these three communities is primarily white.

The largest cities in eastern Contra Costa County are Antioch and Pittsburg. This is the area of the county which is expected to grow substantially in the next 20 years. A large proportion of

the population of these communities at the present time is non-white. The population increase which has begun and is expected to continue consists primarily of middle class white persons. Hence, the non-white portion of the population of these communities will decrease within overall population growth.

The largest cities in western Contra Costa County are Richmond, El Cerrito, and San Pablo. Two of these, Richmond and San Pablo, have a large non-white population. The movement of the Center from Pleasant Hill to the Concord site will make it more difficult for residents of western Contra Costa County to attend the Center. On the other hand, it is more accessible to the developing areas of eastern Contra Costa County.

The relocating of the Center to the Cowell ranch is expected to have a mixed effect upon the accessibility of upper division and graduate level education for the non-white population.

SECTION 2: Responses to CSU Board of Trustees Criteria for Establishment of Permanent State-Owned Facilities for Upper Division/Graduate Off-Campus Instruction.

Committee on Educational Policy

Criterion 1

There is a history of offering off-campus division and graduate courses leading to academic degree programs. This criterion would normally be met by the successful operation of an approved, State-supported, off-campus center in the region for at least three years prior to authorization of the establishment by the Board of Trustees of a permanent center.

Response 1

The enrollment history of the Contra Costa Center is found in Appendix A. The data show that the criterion is fully satisfied.

Criterion 2

Conversion of the center to permanent status will not lead to demonstrable negative effects upon the programs of other higher education institutions with permanent facilities or an established presence of extended term in the area and will complement community college programs in the area.

Response 2

The response to CPEC criteria #5 and #6 are appropriate here. They are reproduced to indicate satisfaction of this criterion.

All off-campus centers in the CSU normally do not offer lower division courses unless the nearby community colleges do not provide comparable offerings. As a result, duplication of community college courses does not take place.

There is little overlap of programs between the two senior institutions in Contra Costa County, St. Mary's College and John F. Kennedy University at the undergraduate level. St. Mary's has a statewide clientele. It is not conceivable that a center offering upper division courses will seriously detract from undergraduate enrollments at a nearby residential, liberal arts college that draws students from a far larger radius than the county in which it is located. John F. Kennedy University has a limited undergraduate program with a curriculum structured significantly different from CSU, Hayward.

Overlap at the graduate level is more apparent, particularly in the fields of business (both St. Mary's and JFK), education (St. Mary's) and counseling (JFK). However, the present number of students in Contra Costa County and the potential increase in their numbers suggests that the establishment of a permanent off-campus center will not seriously effect enrollments in these two independent institutions.

As a point of further information it should be noted that the independent institutions probably experience greater competition from the off-campus programs of other independent institutions that do not have their headquarters in Contra Costa or Alameda Counties, but see the area as a fertile marketplace.

The answer to Criterion #5, above, speaks to this criterion also.

The five-year master plan for the Center extends its programs at the undergraduate level which will provide some further competition to St. Mary's College. But, as previously stated, the Center's clientele is a different one than that which St. Mary's attracts to its undergraduate programs. The extension of the Center's undergraduate programs does not effect its relationship with John F. Kennedy University.

Criterion 3

Alternative modes of instructional delivery have been fully considered and have been demonstrated to be insufficient to meet the educational needs of the region.

Response 3

Alternative modes of instruction include live instructional television, use of videotapes, and audiotapes. The first of these, live instructional television has been considered, but not implemented. The topography of Contra Costa County vis-a-vis the Hayward campus makes the delivery of a television signal difficult

and expensive. The campus has judged that for the time being, the cost would be too great. The level of instructional quality will continue to be best maintained by the use of on-site faculty.

Experiments with the use of video and audio tape in the baccalaureate major degree program in Human Development has been attempted. While a certain proportion of this program can be done using these methods, they are not convertible to most other programs.

Therefore, in the main, instruction by regular CSU, Hayward faculty at the Contra Cost Center will continue to be the primary method for the delivery of instruction.

Criterion 5

The projected FTE enrollment at the center is not less than 200 annual FTE in the third year of operation in the new facility. The center will have the expectation of a sustained level of 500 annual FTE by the fifth year of operation in the new facility with enrollment growth expectations beyond that level in the next 5-10 year period.

Response 5

The data provided in Appendix A shows that criterion #5 is fully satisfied.

Criterion 6

An academic master plan provides for at least three academic degree programs offered at the time of opening of the permanent center with students normally being able to complete the upper division or graduate courses for these programs wholly at the facility.

Response 6

The data provided in Appendix A shows that this criterion is fully satisfied.

Criterion 7

Staffing will be primarily regular CSU faculty in a ratio similar to the on-campus program involved.

Response 7

CSU, Hayward has staffing the Center facility according to the prescribed ratio. Movement of the Center to the proposed location will make it more difficult to satisfy this criterion, but CSUH intends to maintain the prescribed ratio.

Criterion 8

Basic core support for center administration, and instructional, academic and support services have

been previously recognized in the State General Fund budget.

Response 8

The basic core support referred to has been recognized in previous budgets. However, with the general exception of costs for space rental, budgetary support for the Center has not kept pace with its growth. It has been increasingly difficult to provide the listed services.

Criterion 9

Academic resources of the campus are sufficient to ensure continuity of the curriculum and services at the proposed center without reducing the quality and continuity of on-campus programs.

Response 9

During the first six years of the Center's operation, CSU, Hayward has attempted to satisfy this criterion. With an increasingly tighter general fund budget it has been difficult to satisfy this criterion within available resources.

Criterion 10

If facilities permit, and there is demonstrable need, campuses other than the campus which operates the permanent center may be authorized by mutual agreement of all parties concerned to offer degree programs at the facility.

Response 10

Each of the three community colleges of the Contra Costa Community College District have, at one time or another, offered programs at the center site in Pleasant Hill. Relationships with the community College district are cordial and cooperation is expected to continue. The Center will also be available for use by other CSU campuses by mutual agreement.

Criterion 11

There is strong community support for permanent CSU facilities and programs in the area.

Response 11

The CPEC criteria 4 and 9 and the contents of Appendix B clearly demonstrate the community support for permanent CSU facilities and programs at this site and need not be repeated here.

Appendix H

Letter from William H. Pickens
to John M. Smart

March 30, 1987

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

1020 TWELFTH STREET, THIRD FLOOR
SACRAMENTO, CALIFORNIA 95814

OFFICE OF THE EXECUTIVE DIRECTOR
(916) 445-1000



March 30, 1987

Dr. John M. Smart, Deputy Provost
The California State University
Office of the Chancellor
400 Golden Shore
Long Beach, California 90802-4275

Dear Jack:

We are beginning our review of the State University's proposal to convert the Contra Costa Center from a temporary to a permanent facility, received in our offices on March 19, 1987. Following a preliminary examination, we have found a few deficiencies that we wish to bring to your attention immediately so that you can prepare responses in a timely fashion. They are as follows:

1. As you noted, final enrollment projections were not included in the needs study but should be available to Commission staff by April 1. These projections, of course, are one of the most crucial elements of the justification and must be approved by the Population Research Unit of the Department of Finance.
2. Criterion 2 in the CPEC Guidelines and Procedures states that "The segment proposing an off-campus center must submit a comprehensive cost/benefit analysis of all alternatives to establishing the center." In reviewing your needs study, it appears that one much discussed alternative has not been considered, namely, the purchase of the existing location, Pleasant Hill High School, and the renovation of the current facilities or construction of new ones. This idea was mentioned specifically by the Legislative Analyst (Analysis of the Budget Bill, 1987-88, p. 1202) and a full analysis of the possibility should therefore be submitted before the needs study can be considered complete. This analysis should include independent cost estimates of purchasing the site, and then constructing new buildings or renovating the existing ones. Such costs should be compared to those for developing the Cowell Ranch site, especially given the serious topographical and geological constraints inherent in the Cowell Ranch property.

In addition to this consideration, your needs study appears to regard the "Cowell Ranch" property as the only option for building on State-owned land. While it is true that the existence of a State-owned site is attractive, since it eliminates the need for site acquisition funds, it is entirely possible that a smaller site -- other than Pleasant Hill High School -- might also serve the people of Contra Costa County very

Page 2
March 30, 1987

adequately. Accordingly, we think the State University should conduct a review of the Contra Costa County area in much the same way that you and your engineering consultant did for northern San Diego County, and report back to us on the suitability of other sites for the permanent center. At the same time, please provide an estimate of the current market value of the Cowell Ranch property.

3. References to the 1980 needs study for the Pleasant Hill Center do not constitute a satisfactory response to Criterion 3, especially in light of the fact that the opening of that center was controversial and elicited initial opposition from John F. Kennedy University and St. Mary's College. Satisfaction of this criterion will require current letters from those institutions, and from the area's Community Colleges, indicating that full consultation has taken place.
4. You will recall from previous Commission reviews that an academic master plan is always required. Criteria 4 and 9 refer to the program descriptions that constitute an integral part of any academic master plan, and no such descriptions were included in the needs study. Appendix A-2, in which existing programs through 1986 are listed, with estimates for the 1991-92 FTE, assumes there will be no program changes between 1986 and 1992, even though enrollments are expected to double. Completion of the needs study will require a description of the programs expected to be offered at the permanent center, year by year, for the first five years of the permanent center's operation.
5. Concerning the fifth criterion, as stated in No. 3 above, correspondence from John F. Kennedy University and St. Mary's will be required. The statement that, in the State University's opinion, no "unnecessary duplication" exists is not sufficient. Statements from the Community Colleges should also be included, in spite of the fact that lower-division courses will not be offered at the center. In this regard, you will recall the differences expressed by the local Community Colleges with respect to the proposed upper-division and graduate center in southern Orange County.
6. The explanation under Criterion 6 is inadequate, as the narrative provided answers neither the fifth nor the sixth criterion. Some indication is required from the State University that enrollments at all neighboring institutions, and the proposed center's effect on them, have been thoroughly analyzed. The brief discussion in your consultant's report (California State University Demographic/Market Analysis and Needs Analysis: Off-Campus Center, Contra Costa County -- Ira

Page 3
March 30, 1987

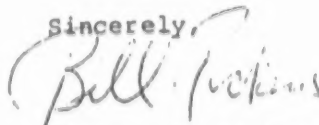
Fink and Associates, Inc.) also falls short of the requirement of this criterion.

7. Concerning reasonable commuting times, the consultant's report appears to address automobile travel times to the Cowell Ranch site adequately, but offers no comparable analysis for the existing center in Pleasant Hill. Further, there is no analysis of commuting times for public transportation. These gaps in the needs study should be filled.
8. In the discussion of Criterion 10, it is stated that about half of the 380 acre Cowell Ranch property can be developed, but the Fink study (p. 187) states that only a fourth "is considered buildable." This discrepancy should be clarified.
9. Criterion 11 states that the center must facilitate access for the disadvantaged, and the narrative in your needs study (with Appendix C) includes a description and statistical summary of the racial/ethnic distribution of Contra Costa County. At the end of this narrative, it is stated that the move to the Cowell Ranch site "is expected to have a mixed effect upon the accessibility of upper division and graduate level education for the non-white population."

Concerning this section of the needs study, the criterion does not refer to only "non-white" populations but the disadvantaged, and we expect a description of how disadvantaged students will be served. That description is not included in the needs study as presented.

This listing describes our concerns after a preliminary review of the Contra Costa Center needs study. Please advise me as soon as possible when you will be able to provide answers to the questions and requests stated here.

Sincerely,



William H. Pickens
Executive Director

WHP/kc

Appendix I

Letter from John M. Smart
to William H. Pickens

May 26, 1987

THE CALIFORNIA STATE UNIVERSITY

BAKERSFIELD · CHICO · DOMINGUEZ HILLS · FRESNO · FULLERTON · HAYWARD · HUMBOLDT
POMONA · SACRAMENTO · SAN BERNARDINO · SAN DIEGO · SAN FRANCISCO · SAN JOSE



LONG BEACH · LOS ANGELES · NORTHRIDGE
SAN LUIS OBISPO · SONOMA · STANISLAUS

OFFICE OF THE CHANCELLOR

(213) 590-

5515

May 26, 1987

Dr. William Pickens, Director
California Postsecondary Education
Commission
1020 12th Street, Third Floor
Sacramento, CA 95814-3985

Dear Bill:

In your letter of March 30, 1987 you asked a number of questions regarding the submission by this office of the proposal to establish the CSU, Hayward off-campus center in Contra Costa County in permanent facilities on the State-owned property or the Cowell Ranch site. Since receipt of your request, this office and the campus have collected information which is, I believe, responsive. I will respond to each request in the order presented in your letter.

1. Enrollment projections. The final enrollment projections have been completed and are shown as Attachment A. They are being forward to the Department of Finance for their comments.
2. Cost/benefit analysis of alternatives. As I have indicated in conversations with you and with Bill Storey, it is our position that the exploration of alternatives is contrary to the intent of the Legislature as expressed in SB 785 (Boatwright, Chap. 744, 1985) which states:

89011. (b) The Trustees...shall consider the establishment of a permanent, state-supported off-campus center on state-owned property in Contra Costa County, the purpose of which shall be to continue to offer education programs at the upper division and graduate levels.

This intent was underlined by the Subcommittee on Higher Education of the Senate Appropriations Committee during the hearing on the capital outlay budget item for the Contra Costa center. At that hearing, held on May 4, the Subcommittee received a recommendation from the Legislative Analyst which would have called for a cost/benefit analysis of purchasing the leased facilities (Pleasant Hill High School). The Subcommittee failed to adopt such language and endorsed the capital outlay proposal, as did the Assembly Subcommittee.

May I reiterate the position of the Trustees, which is that given the demonstrated need for a permanent off-campus center in Contra Costa County, it is the best use of State resources to utilize the State-owned site.

You ask about the market value of the Cowell Ranch property. The State, under terms of the agreement, could not sell the property for its true value. Instead, it must offer the property to the original owners -- the Newhall Land Company -- at the original price (\$1,740,000) plus an annual compounding at 7% per annum. The estimated amount would be \$5,878,555 should the property revert, effective August 1, 1987. This would be far less than for what it could be resold or developed by Newhall Land.

3. Support from other institutions. Letters from the Presidents of St. Mary's Colleges and John F. Kennedy University and the Chancellor of the Contra Costa Community College District are attached (Attachment B, 1-3). Each chief executive says that the establishment of a permanent center is not seen as detrimental to his institution or system.
4. Year by year program development. Attachment C, 1-3, present the existing and projected degree programs, FTE projections by discipline and descriptions of each degree program.
5. Unnecessary duplication. The letters provided by the two independent institutions and by the Contra Costa Community College District indicate that no unnecessary duplication is foreseen by these institutions. (The matter noted in your letter regarding alleged duplication in South Orange County in respect to the CSU, Fullerton proposal was determined to be an articulation issue, not a programmatic duplication issue.)
6. Analysis of enrollments at neighboring institutions. The letters provided by the three concerned institutions suggest no negative impact. Beyond this conclusion we have difficulty in responding to the request. I suggest that Commission staff review the projections for the Center and if questions arise from this review which have bearing upon other neighboring institutions they be pursued directly with Dr. Ralph Bigelow, Director of Analytic Studies.

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7. Commuting time: public transportation. Since remaining in the current leased facility is not an alternative, the commuting patterns to the existing center are not at issue, but rather those relating to the proposed new location. The Cowell Ranch site is located at the intersection of Ygnacio Valley Road and Alberta Way, G-12 on the enclosed map. CCCTA lines #112 and 130 go directly to a stop near this intersection. The scheduled commute times between the Cowell site and the three central county BART stations are as follows:

<u>BART Station</u>	<u>CCCTA Route</u>	<u>Time of Commute</u>
Walnut Creek	#130	23 minutes
Pleasant Hill	#115, 112	25 minutes
Concord	#112	24 minutes

The CCCTA does not operate after 9:30 p.m. Since evening classes at the Center are scheduled until 10:00 p.m., CCCTA transportation is not currently available from the Center for most evening students.

There are two roads connecting central and eastern Contra Costa County: State Route 4 and the Kerker Pass Road. The geography of the area makes State Route 4 the most practical route for public transportation between the two regions. Any person who is dependent on public transportation from eastern to central Contra Costa County must plan to use BART shuttle buses traveling on State Route 4 to the Concord BART station. The scheduled commute times for the BART shuttle from the city of Pittsburg is 40 minutes; from Antioch it is 55 minutes. No CCCTA connection between the cities of eastern and central Contra Costa County is now available.

8. Buildable portion of Cowell property. In your letter you raise question about the extent to which the Cowell property is buildable for higher education purposes. No precise response is possible in that economic, political and social considerations all may be involved. Generally speaking, most of the Cowell Ranch property can be developed. This property does have some development constraints, as would any large piece of property. These constraints include some steep slopes, expansive soils, inactive fault lines, infrastructure easements and drainageways. All of these constraints could be mitigated through proper planning, site engineering and/or construction design. If a decision were made to avoid all of these constraints, then between one-third to one-half of the Cowell Ranch property would be adversely affected. By the same token, however, several CSU campuses would have been constrained in their growth had such a conservative approach been taken -- San Diego and San Francisco State come to mind as examples.

-4-

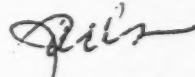
9. Access to minority students. Attachment D provides a discussion of the issues surrounding the question of access for minorities to the new Center location.

I hope that the above is responsive to your questions. I apologize for not making the May 15 target date which I had indicated to Bill Storey for the reply.

Looking at the schedule of CPEC meetings, I note that it does not appear that this proposal can come before the Commission before the September 20-21 meeting since the July meeting was cancelled. I will assume then that the item would be scheduled for information in September and action at the November 1-2, 1987 meeting. We are, of course, interested in securing Commission action as soon as possible since the release of capital outlay funds is tied to Commission consideration of the matter.

Please call if you have questions.

Sincerely,



John M. Smart
Deputy Provost

JMS:pfz

cc: Senator Daniel Boatwright
Dr. W. Ann Reynolds
Trustee Claudia H. Hampton
Trustee Dean S. Leshner
President Ellis E. McCune
Dr. James E. Jensen

Appendix J

Supplemental Analysis, California State University
Off-Campus Centers

Office of the Legislative Analyst

May 4, 1987

Supplemental Analysis

Item 6610-301-782

California State University - Capital Outlay

Off Campus Centers

(Page 1198 of the *Analysis*)

Office of the Legislative Analyst

May 4, 1987

the Legislature by December 1, 1987 that identifies (1) the amount of property needed in order to accommodate enrollment at the center, (2) the basis for the

amount of property proposed to be acquired and (3) the acquisition and development cost.

Contra Costa County Off-Campus Center

We recommend adoption of Budget Bill language specifying that funds for development of an off-campus center on state-owned property in Contra Costa County shall be contingent on (1) review and approval of the proposal by the California Postsecondary Education Commission and (2) completion of a cost/benefit analysis comparing development on the existing state-owned site to acquisition of the existing leased facility and sale of the state-owned site.

In the *Analysis*, we withheld recommendation on the \$491,000 requested for preliminary plans and working drawings for the initial development of a permanent off-campus center on state-owned property in Contra Costa County because CPEC had neither reviewed nor approved the proposed permanent center.

On March 19, 1987 CSU submitted its proposal to CPEC for establishment of the permanent off-campus center in Contra Costa County. The CPEC staff advised us that their review of the proposal will not be complete for at least six months because of the need for additional information from CSU. Therefore, the Legislature will not have sufficient information available prior to budget hearings to determine (1) whether the permanent center is justified or (2) the size of the center. Under normal circumstances, we would recommend deletion of the planning funds, as the request is premature. The Legislature, however, has directed that establishment of a permanent center be considered in this area (Chapter 744, Statutes of 1985). Therefore

in order to keep the project on an expeditious schedule we recommend that the Legislature adopt Budget Bill language specifying that the requested funds are conditioned upon CPEC approving the proposed establishment of the permanent center.

Additional Cost/Benefit Analyses Needed. The Legislature specifically directed CSU to consider establishment of the proposed off-campus center in Contra Costa County on state-owned property which was originally acquired in the 1960s as a site for a permanent campus. Currently, the center operates from facilities leased from a local school district. One alternative that was not considered in the initial studies was the cost/benefits of acquiring the leased facilities rather than development on the 380-acre state-owned site. An analysis of this alternative would assist the Legislature in determining the best solution to providing permanent facilities for the off-campus centers. It may also identify locations that would be superior to the current state-owned site in providing service to the area.

On this basis, we recommend adoption of the following Budget Bill language concerning the proposed permanent off-

campus center in Contra Costa County:

"Provided that prior to expenditure of any funds appropriated in this item for the permanent off-campus center in Contra Costa County, the California Postsecondary Education

Commission shall act to approve the proposed center. In addition, the CSU shall complete a cost/benefit analysis of purchasing the existing leased facilities and constructing any necessary improvements that would adequately serve the proposed permanent center. If the cost/benefit analysis indicates that purchase of the

leased facilities is effective from a cost and programmatic viewpoint, the CSU shall not expend any funds for development on the current state-owned parcel. The CPEC report and the CSU cost/benefit analysis shall be submitted to the Chair of the Joint Legislative Budget Committee and the chairs of the fiscal committees." ♦

Appendix K

Letter from Senators Nicholas Petris
and Daniel E. Boatwright
to C. Thomas Dean

July 10, 1987

CALIFORNIA LEGISLATURE

STATE CAPITOL
SACRAMENTO, CALIFORNIA
95814

July 10, 1987

Thomas Dean, Chairman
California Postsecondary Education Commission
4602 Hazel Brook Avenue
Long Beach, CA 90808

Dear Mr. Dean:

We have received copies of a June 30, 1987 letter from Executive Director William Pickens to Deputy Attorney General Elisabeth O. Brandt asking for an "interpretation" of SB 785, Chapter 744 of the 1985 Statutes. That law, among other things, called upon the Trustees of the California State University to consider the establishment of a permanent, state-supported off-campus center on state-owned property in Contra Costa County.

The clear intention of the bill was to have the trustees consider building a permanent off-campus center on one site only -- the state-owned, 384-acre Cowell Ranch property in the southeast portion of the City of Concord. There is no other state-owned site in the county, none envisioned, and in the opinion of many experts, none better. In fact, at no time during the legislative process involving this statute did CPEC seek amendments to require looking at other sites.

Executive Director Pickens is no stranger to these views -- they have been expressed to him directly by both of us within the past year.

Based on our direct legislative involvement with this issue over many years, we can tell you the Legislature has considered only this one location for the permanent off-campus center -- and, in fact, our fiscal committees and budget subcommittees have repeatedly rejected specific efforts to sell the site.

July 10, 1987

As was their charge under SB 785, after careful consideration, the trustees have concurred with the Legislature, the Little Hoover Commission, and local officials that the state-owned site is appropriate for the permanent center, and Governor Deukmejian included \$491,000 for planning the initial infrastructure at that site in his budget for the 1987-88 fiscal year.

We hope you are aware that the Legislature, in approving the Governor's budget appropriation, rejected CPEC's attempt to reopen the issue of alternative locations.

We would prefer to work with the California Postsecondary Education Commission in making sure the permanent off-campus center provides the educational opportunities for the people in Contra Costa and Solano Counties it is aimed at serving.

There is nothing to be gained by continued staff sniping at the university site selection. Help us move the temporary center from its cramped quarters. The students, our local officials, community leaders and the Contra Costa County legislative delegation will be most grateful.

Sincerely,


DANIEL E. BOATWRIGHT
Senator


NICHOLAS PETRIS
Senator

DEB/brb

Enclosure

cc William Pickens, Executive Director ✓
CPEC
CSU Trustee Claudia Hampton
CSU Trustee Dean Leshner
CSU Chancellor W. Ann Reynolds
Jim Jensen, CSU Director of Governmental Affairs

Appendix L

Letter from Richard S. Monson, Chair,
Academic Senate of the California
State University, Hayward
to William H. Pickens

November 18, 1987



CALIFORNIA STATE UNIVERSITY, HAYWARD

HAYWARD, CALIFORNIA 94542

OFFICE OF THE
ACADEMIC SENATE

November 18, 1987

Dr. William H. Pickens
Executive Director
California Postsecondary Education Commission
1020 - 12th Street, Third Floor
Sacramento, California 95814

Dear Dr. Pickens:

At its meeting of November 17, 1987, the Academic Senate at California State University, Hayward considered the attached resolution which was introduced on the floor of the Senate by student representatives. There was enthusiastic support for the resolution and it was passed unanimously.

Sincerely,

Richard S. Monson
Chair, Academic Senate

RSM:cms

Attachment

Resolution Concerning the Location of the Permanent
Off-Campus Center of CSUH in Contra Costa County

Whereas the California Postsecondary Education Commission (CPEC) has expressed reservations regarding the location of the permanent off-campus center in Contra Costa County (as indicated in its November 2, 1987, draft response to the governor and legislature) and

Whereas we specifically share CPEC's stated concerns that alternatives to the state-owned Cowell Ranch site are not being considered, such as the feasibility of purchasing and renovating the current facilities at the Pleasant Hill site or the suitability of alternative sites and

Whereas the State University's consultant, Ira Fink and Associates, has determined that many of the major roads and freeways serving the Cowell Ranch location are already heavily congested, with Ygnacio Valley Road soon expected to reach gridlock (defined as "three or more light changes to cross a given intersection") and

Whereas most students and faculty will be traveling during peak traffic hours to reach evening classes and

Whereas the taxpayers of California deserve to have all reasonable alternatives for a permanent off-campus center fully considered before more funds are expended and

Whereas CPEC is presently restricted by SB 785 (1985; Boatwright) to either accepting or rejecting the Cowell Ranch site in its recommendation to the Board of Trustees,

Therefore be it resolved that we, the Academic Senate of California State University, Hayward, encourage CPEC, in its recommendation to the Board of Trustees, to reject Cowell Ranch as the site for a permanent off-campus center in Contra Costa County.

Appendix M

Letter from the Contra Costa Center Committee
and the Associated Students
of the California State University,
Hayward to William H. Pickens

November 12, 1987

NOV 17 1987



ASSOCIATED STUDENTS, CSUH

CONTRA COSTA CENTER COMMITTEE

November 12, 1987

Dr. William H. Pickens
Executive Director
California Postsecondary
Education Commission
1020 12th Street, 3rd Floor
Sacramento, CA 95814

Dear Dr. Pickens:

Thank you for the opportunity to testify before the Policy Development Committee on November 2, 1987.

We would like to restate our position in that we consider the Cowell Ranch site inaccessible to a majority of the students who would attend an off-campus center there. As 70% of the students who currently attend the Contra Costa Center attend in the evening, they would have to use Ygnacio Valley Road driving during the peak evening commute period if the campus were moved to the Cowell Ranch site. The length of time it takes to reach this site alone destroys the purpose of an off campus-center.

We contend that Commission Criterion 11 has not been satisfactorily addressed. The move of the Center to the Cowell Ranch site would distance the Center further from the majority of economically, educationally, and socially disadvantaged in the area.

There seems to be the opinion that the Cowell Ranch site would be lost if this off-campus center is not built there. It is this committee's understanding that there is nothing in the Grant Deed which suggests any time constraints. The state should be able to hold the land as long as it wishes. We are of the opinion that it will make a lovely full-fledged campus, when the time is right, but putting an off-campus center there now would destroy the purpose of such a center.

University Union, Suite 314
California State University, Hayward
Hayward, California 94542
(415) 881-3901

The Associated Students Organization of California State University, Hayward, encourages you and the respected members of your Commission to consider the inconveniences that the majority of the students who would be enrolled in the Center would experience if the Cowell Ranch site is approved. The Commission must consider the educational mission of the Contra Costa Center and the population that it serves which consists of students who have full-time day jobs, families, and need a commute to campus that is easily made during rush hour drive time. Please give these facts your consideration when making your final decision.

We request that a copy of this letter be given to every commissioner so that each may understand our position. We would also like to testify before CPEC at the December 14 meeting. Are the procedures the same as those at the committee meeting?

Please feel free to contact us at the above address and telephone number if you or any of the Commissioners have questions.

Respectfully submitted,

Sabrina W. Ruehl

Sabrina Ruehl

Vice Chair of Contra Costa Center Committee

Sandy Robb

Sandy Robb, Chair

Contra Costa Center Committee

Jim Redovian

Jim Redovian, Treasurer

Contra Costa Center Committee

Deborah Evans

Deborah Evans, President

Associated Students

California State University, Hayward

Enclosures

Enclosed is a copy of the petition circulated by the Contra Costa Center Committee. We offer this as proof that the students at the Center are in support of the Committee's opposition to the Cowell Ranch site as the permanent location for the off-campus center of CSUH.

We respectfully remind the Commissioners that the off-campus center is for the students of Contra Costa County and we hope that the students are the Commission's first concern. (219) signatures

JLL

We, the undersigned, by our signatures, present our opposition to the choice of Cowell Ranch as the site for a permanent location for a satellite campus of California State University, Hayward, in Contra Costa County. We encourage the people and agencies involved to seek another site which would be more accessible to the majority of students and residents in the county. Thank you.

Helena Lundberg

Jane Battencourt

Margaret Allen

Diene Schuchardt

Christine A. Smit

Christine Bridwell

Pat O'Neil

Bill E. Howell

Richard Sanatky

B. Brown

Jeff Salk

Marina S. Sedima

Wendy Barr

Lesley Custer

Janice M. Volter

Patty Brinton

Cathy Whitworth

Sandra Jensen

Cecile Wielputz

Nancy Miller

Sandra Kuehn

Kelly Terrell

Howard Bastian

Ann Dorn

J. E. Kenna

Dinda Figueira

Kim Howell

Emmanuel & Joie

Annette M. Keller

Lori Rahbari

Alison Herrett

Eleonore J. Coddington

Debbie Fuchs

Nancy Alaguth

Lisa Spasen

Mary Ann Tucker

Barbara Wiegand

Marci Lint

Carol H. Malin

Carol L. Malin

Ann Hopkins

Mary J. Martindale

Jacqueline Schwartzman

Frances Rudy

Carol W. Rudy

John W. Chin

Cynthia Plunkett

Josephine Boudreau

Lulu W. Russell

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John Justice
Cory Nessel
Nicola P. Brown
Cathy Roth
Jim Redorian
Jeanne Melanson
Barb Haring
William Ridyard
Tom L. Pickens
Christa Pickens
Kipah Brown
Rod Keller
Tina Francis
David
David Truss
Lori Margentha
Jack V. Pfeiffer
M. Linda Isenhardt
Paul Gregory
Lisa A. Mason
Bob Taylor
Lisa D. Bunn
John G. Roth

[illegible]

We, the undersigned, by our signatures, present our opposition to the choice of Cowell Ranch as the site for a permanent location for a satellite campus of California State University, Hayward, in Contra Costa County. We encourage the people and agencies involved to seek another site which would be more accessible to the majority of students and residents in the county. Thank you.

Ira Muri

Lynda Muri

Cheryl Musetto

Elizabeth C. Giesse

Bob Giesse

Jinda D. Jones

Colley A. L. Jones

Kevin K. Jones

Diane Kasper

Sandra E. Harris

Julia Vernon

Kim Hagan

Glenn Noel

A. A. M. M. M.

Robert M. M.

John D. M.

Sandra E. Davenport

John D. M.

John D. M.

John D. M.

John D. M.

John D. M.

Elizabeth Giesse

Bob Giesse

Rich Carr

John D. M.

K. V. Schaap

Beth Calamar

Abraham L. Mochka

John D. M.

John D. M.

John D. M.

John D. M.

John D. M.

John D. M.

John D. M.

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John D. M.

John D. M.

John D. M.

John D. M.

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Paul Harris

Ron Taylor

Don P. C.

Janie Friedman

Nancy Williams

Barbara Jones

Don LaHare

Kathleen Pomeroy

Blake Holmbeck

Sam Kopp

Richard Hest

~~John Wright~~

John Hest

Karen Eriksen

Iwen Carida

Karin Keller

Glenn L. Harris

Grant Stone

Marie Publico

Carolyn Hunt

John F. Hest

John F. Hest

John F. Hest

John F. Hest

R. R. Hest

Diane Gilbert

Brian F. Hest

John Little

John Little

We, the undersigned, by our signatures, present our opposition to the choice of Cowell Ranch as the site for a permanent location for a satellite campus of California State University, Hayward, in Contra Costa County. We encourage the people and agencies involved to seek another site which would be more accessible to the majority of students and residents in the county. Thank you.

Don Wambach
Richard J. Smith

Alvin Batkula

Holly Hermanson

and Clowes

Elaine M. Eger

Jan Dwyer

Deborah Reed

Nancy Nambie

Paula Dwyer

and Clowes

and Clowes

Sharon Kestner

and Clowes

and Clowes

and Clowes

and Clowes

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and Clowes

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NAME

NAME

Donna Rodens
 Lynette H. Dossman
 Connie Sorell
 Peggy O'Neill
 Linda Anderson
 Bob Dave

Cost C. M. Macan
 Carol Rock
 Helen Edman
 Barbara Nunez - PH campus site best
 William J. Thumelike
 Cheryl A. Crofford
 Scott Flagg
 Lita Kinn
 Brenda Monte
 Lucinda Haley
 Jan Dablen
 Felle Anderson
 Debbie Jones
 Mandy Brown
 Chalky L. L. L.

Ronald Remme

~~Handwritten signature~~
~~Handwritten signature~~
~~Handwritten signature~~

~~Handwritten signature~~

We, the undersigned, by our signatures, present our opposition to the choice of Cowell Ranch as the site for a permanent location for a satellite campus of California State University, Hayward, in Contra Costa County. We encourage the people and agencies involved to seek another site which would be more accessible to the majority of students and residents in the county. Thank you.

Renee Mercado

Margie Stark

Robert Mavity

Lisa Anderson

Carol Harris

Charles A. Berger

Dug Thornton

Gail Allison

Linda Myers

Debbie Mullen

Steven F. ...

Richard J. ...

Mary Wolk

Appendix N.

Letter from Hermann E. Welm,
Planning Commissioner, City of Ramon,
to William H. Pickens

November 17, 1987

NOV 19 1987

HERMANN E. WELM

2536 Kilpatrick Court

San Ramon, California 94583

415-838-8261

November 17, 1987

Dr. William H. Pickens
Executive Director
California Post Secondary
Education Committee
Third Floor,
1020 Twelfth Street
Sacramento, CA 95814-3985

Dear Dr. Pickens:

In reading thru the November 2, 1987 Draft Report, I became concerned about the foolishness of analyzing only one site and not considering the clear alternative that is available.

Cowell Ranch is too far removed from both the resident and working populations. Access to it via Ygnacio Valley Road would be a nightmare, making what should be a convenient alternative to attending classes in Hayward, a very poor one.

Some day, when significant population shifts take place and road systems in the Cowell Ranch area are sufficiently improved, this site may actually be a good one for a university campus.

For the time being however - - and my guess is that this translates to at least 20 years - - the citizens of Contra Costa County would be better served if the Off-Campus Center remains where it is (at Pleasant Hill High School). Continued leasing, or outright purchase, of that site should be given full consideration.

Sincerely yours,



Hermann E. Welm
Planning Commissioner
City of San Ramon

HEW/dhm
cc: Dan Boatright

Appendix O

Letter from Tom Powers, Supervisor,
Contra Costa County,
to William H. Pickens

November 16, 1987



NOV 17 1987
BOARD OF SUPERVISORS
CONTRA COSTA COUNTY

TOM POWERS
SUPERVISOR, FIRST DISTRICT

November 16, 1987

Dr. William H. Pickens, Executive Director
California Postsecondary Education Commission
1020 12th Street, Third Floor
Sacramento, CA 95814

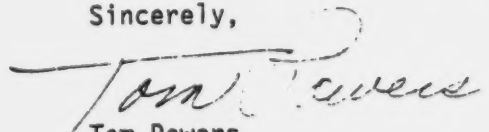
Dear Dr. Pickens:

I write to encourage you and the members of the California Postsecondary Education Commission to reject Cowell Ranch as the place for the off campus center of California State University, Hayward.

The criteria regarding accessibility to students and specifically economically, educationally and socially disadvantaged, I feel has not been met.

I hope that the placement of the off campus center will be in a place which will be accessible to both the disadvantaged and the majority of the residents of the County.

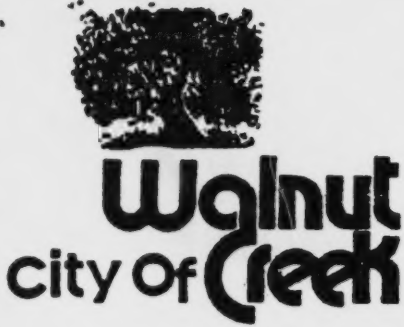
Sincerely,


Tom Powers
Supervisor
First District

Appendix P

Letter from Thomas G. Dunne,
City Manager, Walnut Creek,
to John M. Smart

October 12, 1987



RECEIVED
OFFICE OF THE CITY CLERK

OCT 15 1987

CALIFORNIA STATE UNIVERSITY

October 12, 1987

John M. Smart, Deputy Provost
California State University
400 Golden Shore
Long Beach, CA 90802-4275

Dear Mr. Smart,

Thank you for the opportunity to comment on the new California State University upper division graduate center being proposed for the Cowell property on Ygnacio Valley Road. While we recognize the important community resource offered by the proposed center, we are also concerned about both the short and long term impacts it will have on the City of Walnut Creek.

Walnut Creek currently experiences excessive traffic congestion on Ygnacio Valley Road. We are particularly concerned about the effect the proposed center will have on this roadway. As the California Postsecondary Education Commission begins to discuss the new center, careful attention should be paid to how CSU intends to mitigate the traffic impacts on Ygnacio Valley Road.

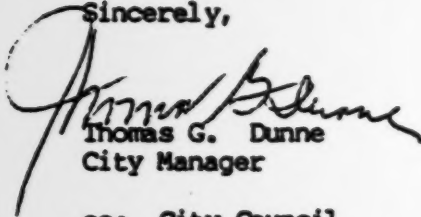
We are also concerned about the possible growth inducing effect of opening up new land for development as well as the ability of Walnut Creek and the other surrounding communities to meet future demands for student housing.

Your letter states that initial planning suggests that there will be approximately 2,000 students attending the center. Before the impact of the center can be adequately assessed it is essential for CSU to project how many students the center is expected to accommodate at buildout. It is our assumption that CSU will perform a full Environmental Impact Report (EIR) on the center which will disclose the projected student body and the full range of impacts associated with the project. It is our assumption that you will continue to keep us apprised of any further developments regarding the center and solicit our input and comments on the EIR.

John M. Smart
October 12, 1987

We will be asking our Planning and Transportation Commissions to identify other issues and concerns regarding this project and will be forwarding these comments to you. It would be helpful if you could send us a more detailed description of the proposed project. Thank you again for the opportunity to comment on this project.

Sincerely,



Thomas G. Dunne
City Manager

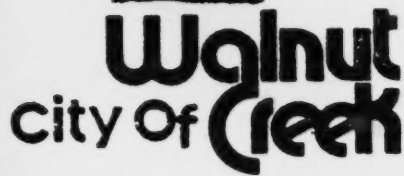
cc: City Council
Transportation Commission
Planning Commission

doc 87

Appendix Q

Letter from Merle D. Hall,
Mayor, Walnut Creek,
to John M. Smart

November 5, 1987



RECEIVED
OFFICE OF THE DEPUTY PROVOST

NOV 9 1987

CALIFORNIA STATE UNIVERSITY

November 5, 1987

Mr. John Smart, Deputy Provost
California State University
400 Golden Shore
Long Beach, CA 90802-4275

Dear Mr. Smart:

You recently requested comment from the City of Walnut Creek relative to the proposal for a new State University on the Cowell site in Contra Costa County which has been set aside for this use for 20 years. Our City Manager's response listed certain technical issues that will need to be considered and requested additional information. This letter is intended to emphasize the strong support and almost desperate need that exists for this facility.

As you undoubtedly are aware, Contra Costa County is one of the most dynamic growth areas in all of Northern California. Our population now exceeds that of San Francisco. The populations of Southern and Eastern Contra Costa will likely double again by the year 2000.

There has been a concurrent explosion of job opportunities in the Central County area. Within the last 15 years approximately 50,000 new jobs have become available. Additional new positions are being added at a rate in excess of 5,000 per year.

One of the key elements in the success of this area has been a high quality, well-educated population that has settled here. Unfortunately, the offspring of that generation are now unable to obtain a higher education without leaving the area.

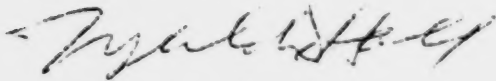
123

Mr. John Smart, Deputy Provost
November 5, 1987
Page Two

The phenomenal demand for higher education in this area is evidenced by the combined enrollments of our local community colleges which have doubled in the last fifteen years. The seriousness and quality of these students is evidenced by the upper division grade point averages of transfers from Diablo Valley College, which are among the highest in the state, compared to other community college transfer students.

The continued social and economic progress of this area is largely dependent on our ability to educate and retain the resources of our young people. Accordingly, you can be assured of strong community support for the new facility. We have a high sense of pride in the success of this area and you too will take pride in the success of a new State University on the Cowell site.

Very truly yours,



Merle D. Hall
Mayor

MDH:bh
cc: City Council
City Manager
Dean Lesher

Appendix R

Letter from Phil Batchelor,
County Administrator,
Contra Costa County,
to John M. Smart

November 2, 1987

County Administrator

County Administration Building
651 Pine Street, 11th Floor
Martinez, California 94553
(415) 372-4080

Phil Batchelor
County Administrator

Contra Costa County



Board of Supervisors

Tom Powers
1st District

Nancy C. Fahden
2nd District

Robert I. Schroder
3rd District

Sunna Wright McPeak
4th District

Tom Torlakson
5th District

November 2, 1987

John M. Smart, Deputy Provost
The California State University
400 Golden Shore
Long Beach, California 90802-4275

RECEIVED
OFFICE OF THE DEPUTY PROVOST
NOV 9 1987

Dear Mr. Smart:

CALIFORNIA STATE UNIVERSITY

Thank you for the opportunity to comment on the California State University's plans to locate an upper division graduate center facility to be operated by CSU, Hayward, replacing the existing center which is now temporarily located at the site of the former Pleasant Hill High School.

The County of Contra Costa is wholeheartedly in favor of the proposed facility which is to be located on State-owned land at Ygnacio Valley Road near Pine Hollow Road in the City of Concord. The Contra Costa County Board of Supervisors has supported the location of a college at this site for many years and is gratified to see that the actual development of the site may begin during the current fiscal year. We would like to comment on several aspects of the project and request some additional information.

First, it is our understanding that Contra Costa is probably the largest county in California in terms of population that does not have a permanent campus of either the California State University or University of California within the county. This means that many of our residents must travel considerable distances to complete upper division or graduate work. This is a financial barrier to many residents of this county. As additional growth occurs in the eastern part of the county, there will be more and more need for a full-service university which is accessible to these new residents, most of whom we expect to be young and of modest economic level.

Second, the additional travel required to either Hayward or Sacramento makes pursuing upper division and graduate work more difficult and adds to the transportation problems which are already one of the major problems facing this County. Reducing

Mr. John Smart
November 2, 1987
Page 2

this additional travel will be of a benefit to the residents of this County both economically and in saving time. It will serve to reduce commute travel, which is of benefit to the entire community. Transferring the campus from the present temporary site to the Ygnacio Valley Road site will help relieve congestion in the Interstate 680 corridor. The Ygnacio Valley Road site is also more accessible to east county residents than is the present temporary site.

Finally, although the Ygnacio Valley Road corridor is one of the more congested in the County, we do not believe that the addition of the number of students noted in your letter will create any major negative impact on transportation in the corridor. Travel from each County will be opposite the peak commute in the late afternoon. While some additional pressure will be felt from any added commute eastbound on Ygnacio Valley Road late in the afternoon, we do not believe that such impacts will be significant.

We would, however, like to discuss with appropriate CSU staff your plans for the implementation of Transportation Systems Management (TSM) features at the campus, such as shuttle service from nearby BART stations and preferential parking locations for carpool vehicles. A number of additional questions are raised in the attached letter from Barbara Neustadter, Deputy Director for Transportation Planning in our Community Development Department. We would hope that you would ask staff to review her letter carefully and perhaps set up a series of meetings with her and her staff early in the planning process.

We would like to reiterate, however, that the Board of Supervisors remains committed to having a campus of the California State University located in Contra Costa County. Members of the Board of Supervisors would be happy to testify at hearings in this regard if such testimony would prove helpful to you. Attached are letters of support from the Chancellor of the Contra Costa Community College District and the Superintendent of the Contra Costa County Office of Education. Please let us know of anything we can do to assist in the development of this campus in our County.

Very truly yours,

Phil Batchelor

PHIL BATCHELOR
County Administrator

PJB:clg

cc: Board Members
Dean Leshner, Board of Trustees, CSU
John Carhart, Chancellor, Community College District
Ronald Stewart, Ed.D., Supt. of Schools
Barbara Neustadter, Community Dev.--Transportation

Community
Development
Department

County Administration Building, North Wing
P.O. Box 951
Martinez, California 94553 0095

Contra
Costa
County

Harvey E. Bragdon
Director of Community Development

Phone:

To: Phil Batchelor

October 19, 1987

From: Barbara A. Neustadter

RE: Impact of a State Campus in Contra Costa County
(ref.PB/BAN/memo/10/6/87)

This is in response to your memo of October 6, requesting comments on transportation impacts of the California State University's plans to locate a new campus at Ygnacio Valley Road and Pine Hollow Road. The Transportation Planning Division of the Community Development Department appreciates the opportunity to comment on this important project.

Clearly, a new campus would add some traffic to Ygnacio Valley Road. Since most classes will be in the late afternoon and evening, most of the additional traffic will occur during the afternoon peak period, for the most part in the peak direction. However, if it is assumed that the 2000 students would not attend class every day of the week, and that class times would be staggered, the relative impact of this additional traffic should not be significant.

To the extent that courses will be relocated from the current CSU center in Pleasant Hill there will be some reduction of traffic in the Pleasant Hill area and on I-680.

At the present time, it is difficult to quantify these impacts. In the future, we hope to analyze the impacts of major projects such as this with the transportation computer model currently under development as part of the General Plan Review Program.

TPD appreciates that the proposal is in the early planning stages. However, it would be most useful to obtain additional information on the campus proposal in order to more fully evaluate its impacts. If it is possible to meet with CSU representatives, we would be most happy to do so. For example, how many parking spaces will be on campus? Is there to be one space for each student, or will TSM factors be used in determining the number of spaces to be provided. Can it be a "transit-first" campus? Are the cities of Concord, Walnut Creek and/or Clayton (beyond Oakhurst) planning any major developments which adversely affect campus development? Is a shuttle bus from the BART station contemplated? There is a BART shuttle policy under which financial support could be forthcoming. Or, has any work been done with CCCTA on the level of bus service they expect to provide? Are class start times going to be coordinated with

bus and train schedules? Has any data been developed on the origination location of the students? Trips originating in East County will have less impact than those originating from the I-680 corridor to Ygnacio Valley Road which carries significant eastbound p.m. peak traffic.

Any additional information would be greatly appreciated. Absent that, our original conclusion stands; the impact should not be significant. It may be advisable, however, to implement at least a TSM program in order to blunt any adverse public reaction, given current volumes on Ygnacio Valley Road.

I hope that this information responds to your request. Please let us know if additional information becomes available or if a meeting with the CSU representatives appears to be advisable at this juncture.

cc: Harvey E. Bragdon
Greg Gleichman

csumemo/pb/101987

Appendix S

Letter from John Carhart, Chancellor,
Contra Costa Community College District
to Dean S. Leshner

October 29, 1987



CONTRA COSTA COMMUNITY COLLEGE DISTRICT

500 Court Street, Martinez, California 94553
415-229-1000

JOHN I. CARHART
Chancellor

October 29, 1987

Mr. Dean S. Leshner
Publisher & Chief Executive Officer
Leshner Newspapers
P. O. Box 5166
Walnut Creek, CA 94596

Dear Dean:

I have been with the Contra Costa Community College District for thirty-one years. Since 1964, one of my responsibilities has been the planning and completion of our District's colleges and centers. I was also one of two community college representatives who worked with CPEC and the Legislative Analyst's Office to establish space standards for community colleges. When we decided to build Los Medanos College in the Pittsburg-Antioch area, we were required to use the State's formulas for projecting space based upon student enrollment. Using State standards which were based primarily on K-12 enrollments and adult population growth, we could only justify a college for 1,250 students to be achieved in five years, and State space standards were predicated on that basis. Our opening enrollment in 1974 was 2,200 students, and within five years we were at 5,000 students. Today the college serves 6,000 students.

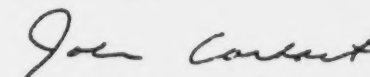
Our San Ramon Center for Diablo Valley College has experienced the same growth phenomenon. Established in October, 1985, with 6,000 square feet of leased space, we served approximately 350 students. Three years later, we are leasing 15,000 square feet of space, operating seven days a week and serving 4,000 students. We estimate each community college should serve between 10 to 15 percent of the adult population within a 15-20 mile radius.

This County needs a permanent university facility to serve its citizens. We see the greatest need for upper division and graduate programs for commuter students. We believe that a permanent higher education facility will serve our adult population within a 25-mile radius. We will encounter some commuter traffic problems within this 25-mile radius, but we believe they are minuscule compared to regional Bay Area traffic problems our graduates now encounter that make it all but impossible to commute to San Jose State University, California State University-Hayward, San Francisco State University, and Sonoma State University.

Mr. Dean S. Leshner
Page 2
October 29, 1987

The graduates of our community colleges will attend a permanent university facility in far greater numbers than are now being projected using traditional State methods that we have found to be inaccurate. The State's investment in a permanent public university facility for our County is a prudent, wise, and timely investment for all.

Sincerely,



John Carhart
Chancellor

JC/j

Appendix T

Letter from Ronald L. Stewart,
Contra Costa County Superintendent of Schools,
to Phil Batchelor, Contra Costa County Administrator

October 14, 1987



Ronald L. Stewart, Ed.D., Superintendent

77 Santa Barbara Road • Pleasant Hill, California 94523

(415) 944-3388

October 14, 1987

OCT 14 1987

Mr. Phil Batchelor
County Administrator
Contra Costa County
Administration Building
Martinez, CA 94553

Dear Phil:

This is in response to your October 6, 1987 letter soliciting my comments concerning California State University's plans to locate an upper division/graduate campus at the Ygnacio Valley Road and Pine Hollow Road site.

I was one of the luncheon guests when Mr. Leshner hosted the committee evaluating the potential sites for the next location or expansion of the university system. At this luncheon, many of the representatives from our county were able to voice their support and provide comments as to why they thought it appropriate for the committee to choose the Contra Costa site for the next expansion.

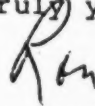
Two reasons I feel that are prominent in voicing support for this action are the economic issues and transportation issues relative to the residents in east county. While I believe the population of this county would definitely support the development of this campus, I would further like to point out that the geography of our county certainly is not advantageous for many of our citizens in being able to commute either through public or personal transportation to the other available Bay Area campuses. Future growth in this county is going to occur in east county and the topography adds to my aforementioned concern regarding transportation. More importantly, the economic issue is the fact that this growth is going to be predominantly in first entry housing buyers, meaning lower cost housing than other parts of the county. Even now many residents in east county are basically disenfranchised because of the fact that they don't have the money or means for transportation to the existing Bay Area campuses. The location of this campus would certainly be a blessing for these people. It would be economically feasible for them to attend and transportation problems would be minimal.

Mr. Phil Batchelor
October 14, 1987

-2-

Developing this site only makes sense to me, and certainly would be a service not only to the system, but to the residents of this county.

Very truly yours,



Ronald L. Stewart, Ed.D.
Superintendent of Schools
Contra Costa County

RLS:cjr

Appendix U

Letter from Dean Leshner
to the California Postsecondary
Education Commission

October 28, 1987

Leshar Communications, Inc.

Dean S. Leshar
Publisher/Chairman of the Board
(415) 935-5900 or (415) 935-2525

2640 Shadelands Drive
P.O. Box 5166
Walnut Creek, California 94596

October 28, 1987

California Postsecondary Education Commission
1020 12th Street, Third Floor
Sacramento, California 95814

Ladies and Gentlemen of the California Postsecondary Education Commission:

I would like to bring you up to date with respect to the permanent Learning Center on the campus owned by a California State University on Ygnacio Valley Road in the City of Concord in Contra Costa County. It is the intent of this letter to add factual information available since the information shown in the presentation of item number four for the present meeting.

All of you are aware that this 384 acres was purchased by the state August 21, 1969 for a branch of California State University in Contra Costa County. That purchase was a result of a study that determined there was a need for a four year higher educational institution in Contra Costa County.

This purchase was years before the opening of the Learning Center at the abandoned Pleasant Hill School in 1981 by Hayward State. That Center has become the largest center of the California State University System. The first year there were only 80 full-time equivalent students. This year there are 680 full-time equivalent students and the total number of persons attending is over 1500.

The state predictions of students in higher education in Contra Costa County have always been far lower than the actual number in any project in our county. The letter I am presenting herewith from Jack Carhart, Chancellor of the Contra Costa Community College District contains factual evidence of this. Our community colleges have 12,000 graduates a year, most of whom continue their college education.

Further evidence of the total inaccuracy for the projections for a permanent campus in Contra Costa County comes from the second Learning Center on the Bishop Ranch near San Ramon. That Center was established in September 1985 by the combined efforts of the Contra Costa Community College, the California State University and the University of California. In its current year, which is only its third year, the number attending is about 4,400.

The 1980 census shows that more adults percentagewise have college degrees in Contra Costa County than in any other county in California. The per capita income is now fourth in the state, rising year after year. These two elements, of parents having college degrees and with the affluence necessary to send their children to college, have resulted in a higher

Leshar communications, Inc./California Delta Newspapers

Dailies: Contra Costa Times (Walnut Creek) • West County Times (Richmond/Prine) • The Valley Times (Pleasanton) • Daily Ledger (Antioch) • Pittsburg Post Dispatch
Weeklies: Contra Costa Sun (Lafayette, Moraga, Orinda) • News-Herald (Santa Rosa) • Valley Pioneer (Danville) • Magazine - Sonoma Business
Shoppers: Ledger Plus (E. Contra Costa) • Times Plus (Contra Costa County) • Shoppers Gazette (Lake & Mendocino Counties) • This Week (Marin County)
This Week (Napa County) • This Week (Solano County) • This Week (Sonoma County)

percentage of young people from Contra Costa College attending college than in most other counties of the state.

The question has been raised as to the location of the college site on Ygnacio Valley Road in the southeastern edge of Concord. That site is within a mile and a half of the population center of the county, which at present is at Ygnacio Valley Road and Oak Grove Road in Walnut Creek. That population center is gradually moving to the east because of the tremendous development of housing in the eastern part of the county. Within ten years the population center should move to where the college is located.

The City of Antioch in the eastern part of county is rapidly becoming the second largest city in the county. The Fink report unfortunately ignored completely Antioch in connection with population growth.

Another factor that has been ignored to date is the number of students this new college will attract from Solano County immediately to the north. The new college site is closer to much of the major population within Solano County than any other four year public college. A considerable percentage of students at the new site will come from Benicia, Vallejo, Fairfield and Vacaville in Solano County.

Thus, the college should be looked at as serving not only Contra Costa County but also the western part of Solano County.

I have been in the newspaper publishing business in Contra Costa County since 1947. We own four daily and four weekly newspapers within Contra Costa County. We also own one daily immediately south of the county line in Pleasanton.

I have established a fund for scholarship at several community colleges within the state to enable graduates of those colleges to continue their education at four year institutions.

Those scholarships are \$1000 each and thus are a contributing factor to enable young people to continue their education when they would be unable to do so without that help. About \$70,000 was distributed from these funds this year.

I know from the record of granting these scholarships how many needy people there are whose educational opportunities are limited by the lack of a four year college within their county.

It is a terrible shame where good minds are not being developed because of lack of a four year college nearby. These are frequently the people who need education to embrace the American Dream. Many of them are poor and minorities.

The whole philosophy of education from K to 12 has been to locate educational facilities where the needs are great. We should adopt the same philosophy in higher education and have more campuses available in more counties, to provide deserving students with greater educational opportunities. The poor and the minorities need those educational opportunities to survive and to share the American Dream.

I submit to you that Contra Costa County deserves a four year college. The start toward the development of a campus owned for eighteen years should be the approving of a permanent Learning Center on this campus. That is the way in which a number of present campuses of the California State University have been developed - starting with a Learning Center.

Respectfully submitted,

As a Trustee of the California
State University


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Postscript: I am also submitting a letter from Jack Carhart, Chancellor of the Contra Costa Community District attesting to the tremendous demand for such a four year college in Contra Costa County. DSL

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 15 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. The other six represent the major segments of postsecondary education in California.

As of January 1988, the Commissioners representing the general public are:

Mim Andelson, Los Angeles
C. Thomas Dean, Long Beach, *Chairperson*
Henry Der, San Francisco
Seymour M. Farber, M.D., San Francisco
Lowell J. Paige, El Macero
Cruz Reynoso, Los Angeles, *Vice Chairperson*
Sharon N. Skog, Palo Alto
Thomas E. Stang, Los Angeles,
Stephen P. Teale, M.D., Modesto

Representatives of the segments are:

Joseph Moore, San Francisco; representing the Regents of the University of California

Claudia H. Hampton, Los Angeles; representing the Trustees of the California State University

Borgny Baird, Long Beach; representing the Board of Governors of the California Community Colleges

Harry Wugalter, Thousand Oaks; representing the Chairman of the Council for Private Postsecondary Educational Institutions

Angie Papadakis, Palos Verdes; representing the California State Board of Education

Appointment by the Governor of a representative of California's independent colleges and universities is pending.

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including Community Colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory planning and coordinating body, the Commission does not administer or govern any institutions, nor does it approve, authorize, or accredit any of them. Instead, it cooperates with other state agencies and non-governmental groups that perform these functions, while operating as an independent board with its own staff and its own specific duties of evaluation, coordination, and planning.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, the Commission's meetings are open to the public. Requests to address the Commission may be made by writing the Commission in advance or by submitting a request prior to the start of a meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, William H. Pickens, who is appointed by the Commission.

The Commission publishes and distributes without charge some 40 to 50 reports each year on major issues confronting California postsecondary education. Recent reports are listed on the back cover.

Further information about the Commission, its meetings, its staff, and its publications may be obtained from the Commission offices at 1020 Twelfth Street, Third Floor, Sacramento, CA 98514; telephone (916) 445-7933.

PROPOSED CONSTRUCTION OF THE PERMANENT OFF-CAMPUS CENTER OF CALIFORNIA STATE UNIVERSITY, HAYWARD, IN CONCORD

California Postsecondary Education Commission Report 87-47

ONE of a series of reports published by the Commission as part of its planning and coordinating responsibilities. Additional copies may be obtained without charge from the Publications Office, California Postsecondary Education Commission, Third Floor, 1020 Twelfth Street, Sacramento, California 95814-3985.

Recent reports of the Commission include:

87-33 Information Manual: A Guide to the Commission, Its Policies, Procedures, and Members (September 1987)

87-35 Appropriations in the 1987-88 State Budget for the Public Segments of Higher Education: A Staff Report to the California Postsecondary Education Commission (September 1987)

87-36 Supplemental Report on Academic Salaries, 1986-87: A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965) and Subsequent Postsecondary Salary Legislation (September 1987)

87-37 Improving Student Performance Reporting, Review and Epilogue: The Final Report of the Commission's Project on Transforming Student Academic Performance Data into Useful Information (September 1987)

87-38 California College-Going Rates, 1986 Update: The Tenth in a Series of Reports on New Freshmen Enrollment at California's Colleges and Universities by Recent Graduates of California High Schools (September 1987)

87-39 The Infrastructure Needs of California Public Higher Education Through the Year 2000: A Presentation by William H. Pickens to the Joint Legislative Budget Committee, October 14, 1987 (October 1987)

87-40 Final Approval of San Diego State University's Proposal to Construct a North County Center: A Report to the Governor and Legislature Supplementing the Commission's February 1987 Conditional Approval of the Center (November 1987)

87-41 Strengthening Transfer and Articulation Policies and Practices in California's Colleges and Universities: Progress Since 1985 and Suggestions for the Future (November 1987)

87-42 Faculty Development from a State Perspective: A Staff Report to the California Postsecondary Education Commission in Response to Supplementary Language in the 1986 Budget Act (November 1987)

87-43 Evaluation of the California Student Opportunity and Access Program (Cal-SOAP): A Report to the Legislature and Governor in Response to Senate Bill 300 (Chapter 1199, Statutes of 1983) (December 1987)

87-44 The State's Role in Promoting Quality in Private Postsecondary Education: A Staff Prospectus for the Commission's Review of the Private Postsecondary Education Act of 1977, as Amended (December 1987)

87-45 Comments and Recommendations on *The Consortium of the California State University: A Report: A Response to Supplemental Language in the 1987 Budget Act Regarding the Closure of the Consortium* (December 1987)

87-46 Developments in Community College Finance: A Staff Report to the California Postsecondary Education Commission (December 1987)

87-47 Proposed Construction of the Permanent Off-Campus Center of California State University, Hayward, in Concord: A Report to the Governor and Legislature in Response to a Request for Capital Funds from the California State University for a Permanent Off-Campus Center in Contra Costa County (December 1987)

87-48 Articulating Career Education Programs from High School Through Community College to the Baccalaureate Degree: A Report to the Governor, Legislature, and Educational Community in Response to Assembly Bill 3639 (Chapter 1138, Statutes of 1986) (December 1987)

87-49 Education Offered via Telecommunications: Trends, Issues, and State-Level Problems in Instructional Technology for Colleges and Universities (December 1987)

87-50 California Postsecondary Education Commission News, Number 3 [The third issue of the Commission's periodic newsletter] (December 1987)